

**FROM INSTITUTE OF TEACHER TRAINING AND EDUCATION
(IKIP) TO MAKASSAR STATE UNIVERSITY (UNM):
POWER STRUGGLES IN THE FIELD OF TEACHER EDUCATION
IN INDONESIA**

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Table of Contents

List of Tables.....	iv
Abstract	v
Declaration	vii
Acknowledgments	viii
CHAPTER 1: MAPPING THE FIELD	1
Introduction.....	1
Teacher Education in Indonesia: A Brief History	3
Background to the Present Study.....	4
The Context of the Study	8
Statement of the Problem	10
Purpose of the Study.....	12
Research Questions.....	13
Significance of the Study	13
Dissertation Outline	14
Summary.....	16
CHAPTER 2: TEACHER EDUCATION AND UNIVERSITIES	17
Introduction.....	17
Teacher Education as a Field of Study.....	17
Rethinking Teacher Education: The Post-Structuralist Approach.....	22
Habitus, Field and Capital.....	24
Foucault and Education.....	28
Subject and Power	31

Governmentality	32
Teacher College and University-Based Teacher Preparation.....	35
Teachers' Knowledge: The Ongoing Claim	42
What Counts as Teacher Knowledge?.....	42
Turn Into Practice	47
Summary.....	50
CHAPTER 3: RESEARCH METHOD AND METHODOLOGY.....	51
Research Design	51
Research Site and Participants	52
Participant Recruitment.....	54
Data Collection Techniques.....	59
Interview	59
Documentary Resources	61
Methodology and Data Analysis.....	63
Ethical Considerations	66
CHAPTER 4: REVIEWING THE CONVERSION	67
Conducting Genealogies.....	68
The World Bank Report.....	68
The Presidential Decree No. 93 Year 1999	72
1. How the Problem is Represented.	72
2. The University Function	74
University as a 'Solution'	75
The Meaning of University	76
University as a Form of Governmentality	82

Summary.....	83
CHAPTER 5: THE CONSTRUCTION OF TEACHER EDUCATION.....	85
Raising the Social Capital.....	85
Constructing Teacher Educators' Identity.....	88
Subject Positioning.....	92
The Shifting Focus.....	96
Curriculum after the Conversion.....	100
Teachers' Knowledge Discourse.....	100
The Diminishing of Foundational Knowledge	106
Subject Matter as Regime of Truth	109
Summary.....	112
CHAPTER 6: TEACHER EDUCATION AS A FIELD	114
The Form of Capital	114
Faculty Name: A Form of Capital	116
The Cultural Capital of the Faculty of Education	118
Who Prepares Teachers?	127
Power Between and Within the Field	129
Summary.....	133
CHAPTER 7: DISSERTATION CONCLUSION.....	134
The Significance of the Findings	140
Limitations and Recommendations for Further Research	141
APPENDIX	144
Teacher Law and Teacher Certification: The Changing Policy	144
REFERENCES	147

List of Tables

Table 1 Participant Characteristics	56
Table 2 Academic Staff Qualifications at FMIPA and FIP, November, 2010	92
Table 3 List of “Education Topics” of Mathematics Teacher Education	
Curriculum.....	102
Table 4 List of Education Topics at Mathematics and Physics Education	121

Abstract

This dissertation investigates the impact of the conversion of IKIP *Ujung Pandang* into *Universitas Negeri Makassar* (UNM), particularly in terms of the teacher education program. The present paper assumes the understanding that education is a principal institution in advanced and developing societies, and is implicated in diverse aspects of social life.

Education in Indonesia is undergoing significant reform due to the forces of national development. This study considers the changing circumstances of Universitas Negeri Makassar (UNM) as a university in conversion from a teacher education institute. A particular focus is on the implications of the status shift to a university-based teacher education program. The principal matters of concern include changes to pedagogy, curriculum, and broader cultural legitimacy with regards to a growing credentialism in Indonesia.

Bourdieu's theoretical concept of the university as a cultural field frames the study as a space where power is exercised through the capital held by different agents. A Foucauldian perspective, which adopts knowledge/power and truth in analysing power struggles between different fields, disciplines, and institutions, is used to explore how the university members experience the status change. This perspective is also used to examine how the conversion shapes the teacher education at the university. The historical influences of teacher education in Indonesia and the changing policy regime establish the context within which these changes are analysed.

By using a post-structuralist lens, this study explores how IKIP Ujung Pandang has become subject to change. It examines the discourse of the university idea from the perspective of both policy and teacher educators, as well as how the discourse shapes the existing curriculum and practice of teacher education at UNM following the conversion. It includes the disposition of the teacher education institute in the context of higher education in Indonesia. Moreover, the disposition of teacher educators is examined within the discourse of university lecturers – how they are positioned and how they position themselves as both teacher educators and university lecturers. The discourse is analysed by locating teacher education as a field where knowledge is shaped through knowledge/power and discourse.

This study's findings suggest that the discourse of university-based teacher education arises when becoming a university means strengthening disciplinary knowledge and improving subject matter knowledge. The features of a university proposed by Indonesia's policy of higher education have strongly influenced the post-conversion development of the teacher education program at UNM. These features translate into the field and shape not only the teacher education curriculum and practice, but also the identity of the teacher educators.

Keywords: teacher education, power, knowledge, capital, Makassar, Indonesia, Foucault, Bourdieu, governmentality, educational reform

Declaration

'I certify that this work does not incorporate without acknowledgment any material previously submitted for a degree or diploma in any university; and that to the best of my knowledge and belief it does not contain any material previously published or written by another person except where due reference is made in the text'.

Signature

Date:



7 November, 2013

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CHAPTER 1: MAPPING THE FIELD

Introduction

The present study considers the changing circumstances of Makassar State University (UNM) as a university in conversion from a teacher education institute – Institute of Teacher Training and Education (IKIP) Ujung Pandang. Particular focus is on the conversion's implications on the university's teacher education program. This study examines the conversion's impact on both curriculum and practice of the teacher education program. Moreover, it explores how conversion into university is interpreted and experienced by university members who shape the roles of academic staff, particularly the teacher educators.

According to Cochran-Smith and Zeichner (2005, p. 2), "education and teacher education are social institutions that pose moral, ethical, social, philosophical and ideological question". Therefore, this research is driven by the perspective that education is part of a larger context of society. It is premised on the understanding that education is a principal institution in advanced and developing societies and is connected to diverse aspects of social life.

In order to explore the conversion's impact on the teacher education program at UNM, Bourdieu's theoretical concept on university as a cultural field frames this study as a space where power is exercised through the capital held by the different agents (Bourdieu, 1986, 1988; Bourdieu & Passeron, 1990). Hence, the Foucauldian notion of knowledge, truth, and power informs the

analysis of power struggles between different fields, disciplines, and institutions (Foucault, 1980; 1995). Indonesia's historical influences on teacher education and the changing policy regime establish the context for analysing these changes.

The present study investigates the field of the teacher education program at two faculties – Faculty of Education (FIP) and Faculty of Mathematics and Science (FMIPA). It begins by examining the 'problem' represented in the policy regarding the conversion. Using the policy, this study analyses how the 'problem' of a teacher education institute is represented. This analysis is succeeded by an investigation of how the conversion is experienced by teacher educators as the actors and agencies in the field of teacher education. This investigation is achieved by interviewing the university academic staff. The question to be analysed is the "regime of practices" (Foucault, 1991c). Foucault (1991c, p. 75) states that practices are "places where what is said and what is done, rules imposed and reasons given, the planned and the taken for granted meet and interconnect".

Furthermore, this study explores the impact of the conversion on the structure and curriculum practice of the teacher education program. According to Pudsey, Wadham, and Boyd (2007, p. 20), the curriculum represents a "selected aspect of learning and cultural values". They argue that people with cultural capital will determine what knowledge is important and valid, and evaluate other people accordingly. Since the present study views teacher education as a field where different agents exercise power struggles that shape the existing teacher education curriculum and practices, it is believed that the

representation of structure and practice reflects the power structure within the field (Bourdieu, 1988, p. 40).

Teacher Education in Indonesia: A Brief History

Indonesia's history of teacher education began in mid-1800s through the establishment of teacher education schools, which were called *Normaalschool* and *Kweekschool*. According to Buchori (2007), *Kweekschool* was the first teacher educational institute established by the Dutch Government in 1852. *Kweekschool* provides a four year teacher education program. Its students have completed five years of elementary education in either European or *pribumi* (local Indonesian) schools (Raihani & Sumintono, 2010). Students at *Normaalschool* are prepared for teaching in elementary schools for *pribumi*, while the *Kweekschool* graduates are qualified to work in *non-pribumi* schools (European schools) using Dutch as the language of instruction (see Raihani & Sumintono, 2010, pp. 183-184). In fact, Buchori (2007) provides an interesting analysis of Indonesia's teacher education history and divides it into three distinct phases – Dutch colonisation, Japanese occupation, and the independence phase. What will be presented here is the development of teacher education following independence.

After the independence of Indonesia in 1945, there was a strong movement to improve the education system in the context of education playing a critical role in shaping society. Increasing numbers of universities and institutes had been established during the period 1945-1965. Additionally, the number of teacher schools had increased, varying from primary to secondary education

(Buchori, 2007). The first tertiary teacher education institution was established by the government of Indonesia in 1954. It was called *Perguruan Tinggi Pendidikan Guru (PTPG)*, or College of Teacher Education. In 1963, this PTPG changed to the Institute of Teacher Training and Education (IKIP). According to Buchori (2007), the establishment of PTPG was a result of the Indonesian scholars' desire for Indonesia to have an institute of teacher education that was equivalent to a university. Thus, this moment can be seen as an important step for a teaching qualification to equal a university degree (Raihani & Sumintono, 2010).

Eleven IKIPs transformed into universities during the late 1990s. According to Buchori (2007), this conversion reflected the confusion of teacher education institutes about their identity. He suggests that this ambivalence emerged due to their willingness to possess a 'status' equal to universities. Yet, he believes that becoming a university does not seem to reflect the real ability and potential resources of IKIP as a teacher education institute (see Buchori, 2007, pp. 1-9).

Background to the Present Study

One of the critical moments in Indonesia's development of teacher education occurred in the late 1990s. At that time, 11 teacher-training institutes converted into universities, including IKIP Ujung Pandang. Similar to other IKIPs, IKIP Ujung Pandang was known as an institute that focused solely on teacher preparation. As a teacher training institute, IKIP Ujung Pandang consisted of the Faculty of Education and other faculties, such as Faculty of Mathematics and

Science Education, Faculty of Language Education, and Faculty of Engineering Education. All faculties focused on preparing subject teachers mainly for secondary schools, except for Faculty of Education, which prepared teachers for primary and early childhood education.

It is unclear whether this conversion relates to Indonesia's political movement following the fall of the Soeharto Government in 1998, or whether it is part of the international trend of teacher education evolving within or into universities, as occurred in the US, Australia, and some Asian countries (see Cheng, Chow, & Mok, 2004b; Connell, 1993; Labaree, 2008). In fact, Labaree (2008) states that teacher education's evolution to university pertains to its institutional and academic status. He argues that, through the hierarchical status accorded to universities, it is expected that teacher education will also gain higher institutional status. In addition, the emergence of standards on teacher professionalization has forced both teacher education and educators to compete with other fields and faculties in order to improve their credentials (Labaree, 1992).

The conversion of IKIP into university has become a topic of debate among Indonesia's educational practitioners. This is due to IKIP's additional responsibility for administering various academic programs other than teacher education as a result of becoming a university. Most practitioners argue that the conversion will diminish the quality of teacher education due to the shifting focus of both the university and teacher educators. It is believed that this situation will also impact the work of academic staff. For instance, Segregeg

(2000) believes that this status change is a higher education experiment in Indonesia, where IKIP is jubilant that it is no longer a second class institution. One of his main concerns regards the professional identity of teacher educators. He suggests that, since many teacher educators hold their post graduate qualification in the field of disciplinary knowledge, there will be issues with their professional identity. As teacher educators, their academic qualifications comprise a mixture of education and disciplinary knowledge. Thus, are they teacher educators or scientists? Segregeg (2000) also raises the question of the accountability of this varied qualification. To what extent is the academic qualification used in their roles as university lecturers?

Likewise, Wilonoyudho (2012) argues that the status change generates problems for teacher educators undertaking research in the field of education. According to him, the shifting focus creates teacher educator absences in research teaching and teacher education. This occurs when large numbers of the academic staff pursued disciplinary knowledge other than education as part of the university graduate requirement. The shifting focus distracts them from deepening their knowledge regarding teaching, education, and teacher education.

In an interview with the *Kompas* newspaper (as cited in Universitas Atmajaya, 2004), two former IKIP rectors argue that the conversion of IKIP has caused ambiguity. Djohar, the former rector of IKIP Yogyakarta, states that the change is supposed to be taken as an opportunity for IKIP to develop and cultivate a variety of courses relevant to education as a field. He believes that

shifting the focus by strengthening disciplinary knowledge has created a tendency to ignore the values of professionalism in teacher education. The former rector of IKIP Jakarta, Winarno Surakhmad, believes that, as former teacher education institutions, these universities should strengthen their positions by focusing on enhancing the program in the education field. He suggests that the changing orientation, which ignores the core values of IKIP as a teacher education institute, will cause competitiveness issues with established universities. The latter universities are much better prepared and more difficult to compete with.

Following the conversion, ongoing programs and policies have been established in regards to teacher quality. Numbers of education policy have been issued in order to improve teacher quality across the country. This began with the issue of the Teacher Law in 2005, followed by 2007's National Standard of Academic Qualifications and Competence of Teachers. Two recent policies issued in 2009 concern the educational and professional training of both pre- and in-service teachers. These policies are believed to affect not only the teachers' work, but also the nature of teacher education programs offered by LPTK; especially since Indonesia's education system is regulated by the national government at all levels, including teacher education (see, for example, Nielsen, 1998).

Applying Foucault's notion of 'governmentality', this study sees the conversion as an instrument of the Indonesian government to manage higher education institutions across the country. 'Governmentality' is an ensemble formed by institutions that allows the exercise of power to govern the

population, which will gradually become 'governmentalized' through this process (Foucault, 1991a, pp. 102-103). It is argued that the conversion (that is, the governance of higher education reform) is well understood through the governmentality theory and through governance of Indonesia's population of higher education institutes.

The Context of the Study

This study is conducted at two faculties of the UNM – Faculty of Education (FIP) and Faculty of Mathematics and Science (FMIPA). UNM is a public university located in Makassar, South Sulawesi, Indonesia. It was established in 1961 and is known as the Faculty of Teacher Training and Education. In 1965, the faculty became an institute called the Institute of Teacher Training and Education (IKIP); in 1999 it was changed into a university known as *Universitas Negeri Makassar* (UNM).

In Indonesia, IKIP is not the only institution that educates teachers; other institutions also provide teacher education. These institutions are classified as *Lembaga Pendidikan Tenaga Kependidikan* (LPTK), or teacher education institutes. These LPTKs can be found in other universities, both private and public, under the Faculty of Teacher Training and Education (*FKIP, Fakultas Keguruan dan Ilmu Kependidikan*). Teacher education is also located at the School of Higher Learning of Teacher Education and Educational Science (*STKIP, Sekolah Tinggi Keguruan dan Ilmu Pendidikan*).

Recently, teacher excellence has become a major issue for improving education quality in Indonesia. The government enforces the need to improve

the quality of teaching by issuing various policies and programs relating to teacher competence, certification, and professional education, for both in- and pre-service teachers. In 2007, Professional Education and Training of Teachers (*Pendidikan dan Latihan Profesi Guru, PLPG*) was introduced, designed to improve the quality of in-service teachers. The outcome of this program is to produce certified professional teachers. In 2009, another program was added – the Pre-Service Professional Teacher Education Program (*Pendidikan Profesi Guru, PPG*). This program is designed to prepare graduates from various disciplines, including Bachelor of Education, for becoming teachers. This policy requires the Bachelor of Education graduate to enrol in the in-service teachers PPG before applying for a teaching position. This shows that a university-based teacher education program is no longer seen as a way to become a teacher. The new policy has opened the door for everybody to become a teacher, as long as they are eligible and are accepted in the one-year PPG program.

Regarding the role of LPTKs, including those of the previous IKIP, one could argue that these ongoing policies reflect the government's distrust of the quality of teacher education programs administered by the LPTKs (Raihani & Sumintoni, 2007). This is especially true since the quality of school-level education in Indonesia is considered to be closely related to the capacity of LPTKs to produce a high quality of teachers (Jalal et al., 2009). Further detail about the policy of teacher education in Indonesia is contained in the Appendix.

Statement of the Problem

This study focuses on the impact that conversion of IKIP Ujung Pandang into UNM bears on the teacher education program. It aims to explore how conversion into a university is translated and experienced by teacher educators. Moreover, it examines the impact on the structure and curriculum practice of the teacher education program as the core program of IKIP prior to conversion. According to Cochran-Smith and Zeichner (2005, p. 32), teacher education will always be influenced by values, experiences, and politics. The present study analyses these changes within the influences of historical context of teacher education in Indonesia and the changing policy regimes regarding teacher education.

Raihani and Sumintono (2010) believe that this conversion aims to improve the quality of tertiary teacher training and enable the former teacher education institute to produce better quality teachers. This study seeks to explore the response to conversion in relation to improving the teacher education program. The discourse of university ideas and the disposition of the teacher education institute frame how the conversion is translated and experienced by IKIP Ujung Pandang. The reasoning of the interpretation is believed to shape the meaning and creation of the idea of the university, including the practice within the teacher education program.

Bourdieu (1988) suggests that the structure of a university reflects the structure of power within the field. According to Nuttall, Murray, Seddon, and Mitchell (2006), the transition from teacher colleges to universities influences

teacher education to some degree through the different values and traditions of knowledge productions. The strong value of practical knowledge, which belongs to teacher education, is found to be different from the theoretical knowledge that characterises the university (Hayhoe, 2003; Nuttall et al., 2006). Moreover, Cheng and Chow (2004) argue that this value conflict of academic and professional knowledge between teacher educators and academic staff from other faculties has implications for academic and professional duties of teacher educators, as well as for teacher education programs. According to Nuttall et al. (2006, pp. 327-328), if teacher education researchers fail to think strategically about how to best conduct and disseminate their work, teacher education will turn to 'teaching-only institutions' strongly influenced by non-educationists, such as economists and policy-makers.

Foucault's 'disciplinary power' explains the legitimate exercise of power in certain institutions (Foucault, 1995). He believes that power is not only hierarchical, but also functions in a network of relationships. Power creates a categorisation of subjects through the process of 'dividing practices', where people and practices are objectified through a process of division. Thus, relations of power and dominating/ed groups are formed through discourse and practices that deal with subject knowledge and power (Foucault, 1984). Foucault also proposes that, within such an institution as education, knowledge is developed about people, their behaviour and attitudes; this knowledge is used to shape individuals (Marshall, 1990). Further, Marshall (1990, p. 15) argues that "these discourses and practices have not only been used to change us in various ways

but are also used to legitimate such changes, as the knowledge gained is deemed to be ‘true’.

The present study identifies the university as a field where practices contained within its domain are shaped through the exercise of power held by different agencies. At the same time, this power lies in the knowledge held by agencies that shape discourses and practices in teacher education. In this study, the knowledge discourse on university and teacher education is critical, since it is believed to influence the existing practice of the teacher education program, especially following the conversion. This knowledge discourse shapes not only the teacher education program, its curriculum and the way it operates, but also the role of teacher educators at the university.

Purpose of the Study

The purpose of this study is to explore the impact of conversion of IKIP Ujung Pandang into Makassar State University (UNM) on a teacher education program. This study examines the emerging discourse on the idea of a university for IKIP Ujung Pandang as a teacher education institute. It aims to identify how the UNM academic staff interpret and experience both the conversion and the concept of a university. It also explores the shape of the conversion, as well as the organisational structure and curriculum of the UNM teacher education program.

Research Questions

The overarching question is: “How has higher educational reform of teacher education institution affected the curriculum of the teacher education program? How are these changes perceived by staff?”

The following research questions will be used as guides for this study:

What does the concept of university mean for the university members of UNM as an ex teacher-training institute?

How has the change from a teacher-training institute to a university affected the organisational structure and curriculum of the teacher education program within the university?

Significance of the Study

The critical issue in this study is the changing character of Indonesia’s teacher education institute following transition into a university. IKIP was one of the leading teacher education institutes that focused on teacher education only. Following the conversion, IKIP changed significantly in that it no longer focuses on teacher education. There has been limited research on how the teacher education program is affected and constructed as IKIP converted into a university. This study expects to contribute to the body of knowledge regarding the concept of a university in the context of higher education in Indonesia, particularly for that of previous IKIP members. Furthermore, this study aims to provide valuable information for future development of Indonesia’s higher education, particularly teacher education.

In the late 1990s, 11 teacher education institutes were introduced into universities. UNM is a 'typical case' (Yin, 2009), where the results of this study will be useful for key stakeholders of Indonesia's higher education (such as the policy-makers at the national and university level) in terms of the experiences of similar typical institutions. For UNM, the findings are expected to be useful as a basis for the university's future improvement, particularly for teacher education programs.

Dissertation Outline

The present dissertation is structured as follows.

Chapter One briefly explains the study background and context, as well as the guiding theoretical perspectives. It defines and maps the study within the historical context of teacher education in Indonesia and the changing policies in teacher education.

Chapter Two presents a review of literature on teacher education, university teacher-based preparation, and discourse on teachers' knowledge. It also discusses the theoretical lenses used in this study. Lastly, Bourdieu's concepts of *habitus*, *field*, and *capital*, and Foucault's work on *subject and power* and '*governmentality*' are presented in the context of this study.

Chapter Three outlines the research method and demonstrates how this study fits in the chosen theoretical framework. It briefly examines the techniques used for data collection and analysis.

Chapter Four reviews the conversion via use of documentary resources, focusing on representations of the idea of conversion. Using the policy document, this chapter critiques the policy as text and discourse. Additionally, the historical context is provided in order to establish the conversion context. Lastly, this chapter presents how the meaning is perceived and interpreted by the university academic staff.

Chapter Five discusses the construction of teacher education following the conversion. Firstly, it examines the perception of conversion as a way to increase the social status of teacher education. Next, it presents the construction of teacher education and teacher educators in response to the idea of becoming a university. Finally, this chapter examines the construction of teachers' knowledge and how subject matter becomes the 'regime of truth' in the post-conversion development of teacher education.

Chapter Six examines Bourdieu's work on power and capital holdings by agencies in the field of teacher education. It demonstrates how the structure and practice of teacher education is shaped by the power struggles between agencies through their capital holds.

Chapter Seven summarizes the study and highlights the significance of the findings. It presents links between the findings and Indonesia's ongoing policy changes in teacher education. It concludes by acknowledging study limitations and recommending areas for further research.

Summary

This chapter has mapped the present study by explaining the research background and context, and presenting the historical context of teacher education in Indonesia. The following chapter introduces the review of teacher education as a field and the theoretical perspectives that frame this study.

CHAPTER 2: TEACHER EDUCATION AND UNIVERSITIES

Introduction

Initially, this chapter presents teacher education as a field of study. It aims to demonstrate how this field has been studied and its challenges as a recently new field. Next, it identifies how the present study fills the gap in the area of teacher education research. Moreover, this chapter explains the work of Bourdieu and Foucault as the theoretical lenses used in analysing this case; this is done in order to justify the chosen theoretical framework and to show how the aforementioned theories are applied in this study. Additionally, issues regarding teacher educators' identity are presented in the context of the teacher education institute's change or merge into a university. As teacher education has values that differ from those of universities, the challenge for university teacher-based preparation in the discourse of a university concept is presented. Finally, the discourse on teachers' knowledge is introduced for the purpose of providing an overview of the ongoing claims of what counts as teachers' knowledge.

Teacher Education as a Field of Study

It is only during the last half of the century that research on teacher education emerged as a field separate from research in teaching (Cochran-Smith & Zeichner, 2005). Grossman and McDonald (2008) argue that research in teacher education has been conducted disjointedly not only within mainstream teaching research but also within research in higher education. They suggest

that, in order to advance, research in teacher education needs to reconnect with the fields of teaching and organisational policy and implementation. This is of significance, since the practice of teacher education is strongly shaped by multiple institutional and policy contexts (see Grossman & McDonald, 2008, pp. 184-186).

Numerous scholars of teacher education suggest that teacher education is a field that is challenged and contested. It is argued that the characteristics of teaching and teacher education look easy and uncomplicated (Labaree, 2000). However, teacher education has indeed become a complex field, through the historical context of teacher education, the policy that shapes it, and the context of where teacher education is situated (Cochran-Smith & Zeichner, 2005; Nuttall et al., 2006; Wang, Odell, Klecka, Spalding, & Lin, 2010). These characteristics have made studies on teacher education more challenging, especially if these studies are expected to improve the quality of education in their context. According to Cochran-Smith and Zeichner (2005), evidence gained from research is found to be insufficient due to the multitude of factors that influence teacher education practices.

In a study conducted by Nuttall et al. (2006), the main characteristics of last decade's research in Australian teacher education are found to be typically small-scale, localised in nature, and with an increasing application of qualitative research methods. According to the authors, this type of research is closely linked to the practice of the initial teacher education program but does not necessarily impact on education policy debates. These characteristics are similar

to the conclusion made by Cochran-Smith and Zeichner (2005) in the context of the United States. Namely, the executive summary of the AERA Panel's report on Research and Teacher Education states that studies on teacher education in the US are typically small and are often carried out in order to improve practice on a local level (Cochran-Smith & Zeichner, 2005, pp. 4-5). According to Murray, Nuttal, and Mitchell (2008), this is caused by various factors, including research in this field being relatively new and the complication of limited research funding available in the field.

Additionally, due to its nature, the field of teacher education has been constructed as a policy problem driven by outcomes (Cochran-Smith, 2005). The quality of teachers and teacher education has always been assessed by certain standards set by policies subject to change overtime (Cochran-Smith & Zeichner, 2005). For instance, issues regarding teacher quality in Indonesia have led the country's government to produce significant policy changes. Within the last decade, policies have been issued on teacher qualifications, teacher competence, teacher certification, and professional education of teachers. Unfortunately, according to Imig (2004), policy-makers frequently ignore the fact that teacher education is often over-regulated and under-resourced. One prominent message is that teacher education is responsible for providing 'good' quality teachers through its academic program. Yet, what a 'good' teacher is strongly depends on the criteria developed by the authorities. In addition, there have been increasing demands for evidence of effectiveness of the teacher education program (Murray et al., 2008), which creates further pressure for teacher education.

Moreover, globalisation has recently challenged teacher education in terms of what knowledge should be presented for teachers in response to global changes. According to Wang et al. (2010), the teacher education reform has been forced by globalisation, which expects education to prepare students for global competition. As a result, pressure on teacher education has become more complex. It begins from the school level, the immediate stakeholder, and extends to the national and international level, where policies are issued and changed. However, despite the complex challenge, there are few literary references and empirical evidence on the teacher education reform and its implementation in various contexts and institutions (Wang et al., 2010). Likewise, Grossman and McDonald (2008) note that the research on teacher education lacks studies on how teacher education programs respond to changing conditions and policy shifts. This is particularly critical, as politics and empirical evidence will always influence the decision on teacher education.

Research in teacher education suggests that it should involve certain theories that explain the phenomenon being studied (Cochran-Smith & Zeichner, 2005; Grossman & McDonald, 2008; Nuttall et al., 2006). According to Cochran-Smith and Zeichner (2005), it will be difficult to explain findings about the effect of particular teacher education practices unless the empirical studies are located within relevant theoretical frameworks. Additionally, they argue the need of teacher education research to consider varying social, organisational, and contextual situations of teacher education. They believe that this type of research can guide the future development of policy and practices in the field of teacher education (see Cochran-Smith & Zeichner, 2005, pp. 2-4). The same

argument is addressed by Grossman and McDonald (2008). They specifically argue the need for future research on teacher education to focus on the interplay between policies, the local community context, and the organisation and practice of teacher education (see Grossman & McDonald, 2008, pp. 194-197). They believe that examining the interplay will enhance the knowledge in this field and improve the understanding of both practice and the organisation of teacher education.

In response to issues presented above, this study does not necessarily focus on improving only the practice of initial teacher education, as addressed by Nuttall et al. (2006) and Cochran-Smith and Zeichner (2005). The present study focuses more on the institutional context of IKIP Ujung Pandang; it examines Indonesia's teacher education reform, where conversion of IKIP Ujung Pandang into UNM is part of the policy change in the context of national higher education. Indeed, the focus of this study is how IKIP Ujung Pandang as a teacher education institute responds to conversion into university. Particular focus is on how this conversion shapes the organisational structure and practices of teacher education at UNM. This study aims to fill the gap in the literature and empirical evidence on teacher education reform, in the specific context of the institution. Furthermore, it is expected that this study may contribute to policy debates on teacher education reform both in Indonesia and worldwide. The following section explains the theoretical foundations that frame this study.

Rethinking Teacher Education: The Post-Structuralist Approach

The post-structuralist view is that all knowledge is implicated with power that needs to be “subjected to questioning” (Bacchi, 2009, p. 205). According to Bacchi (2009), the key question in the post-structuralist approach is how these knowledge discourses construct and position the subject. This approach aims to explore “what kinds of individuals come to be ‘made up’ within the different narrative accounts of education” (Bacchi, 2009, p. 205). In turn, Delandshere and Petrosky (1994, p. 12) state that, from the post-structuralist perspective, knowledge is produced by “individuals from what exists within the possibilities of their language or discourse ... knowledge is not a collection of discrete instances of truths; knowledge is, rather, what people create, what they express, in discourses”. Further, Sarup (1993, pp. 1-3) writes that post-structuralism involves a critique of the human subject, of the historicism, of meaning, and of philosophy; it stresses the interaction of reader and text as productivity. It also involves a critique of the concept of causality, of identity, of the subject, and of the truth.

The use of the post-structuralist lens allows us to think of knowledge (re)production in teacher education. Since knowledge is perceived to be produced in discourses, knowledge on teacher education may also be viewed as something contested. Therefore, this study is accomplished by investigating the discourse, “the discursive structures and practices”, and analysing the individual’s discourse as production of knowledge (Delandshere & Petrosky, 1994, p. 12). Phelan and Sumsion (2008, pp. 1-3) argue that, in order to interrupt

the perennial discourse in teacher education, one would need to identify what has been deliberately excluded or silenced, overlooked or unrecognised, as well as to engage with possibilities not yet found in the field of teacher education.

From the post-structuralist lens, teacher education is seen as a 'text' that encodes meaning and requires interpretation (Phelan & Sumsion, 2008). Like all texts, "teacher education is already inscribed in culture and discourse" (Phelan & Sumsion, 2008, p.3). This encoded meaning is translated into the field of teacher education through discourses and shapes the existing structures and practices in teacher education. Further, Phelan and Sumsion (2008) argue that, in order to challenge traditional thinking and theorizing about teacher education, where many concepts are often considered incontestable, there is a need for multiple entry points to expand the repertoires for theory and practice in teacher education. They believe this will lead to the possibility of destabilizing both the discourses of teacher education and that which has been accepted beyond doubt as a truth in theorising the field (see Phelan & Sumsion, 2008, pp. 3-5).

A critical concept in post-structuralism is the idea of subjectivity. According to Green and Reid (2008, p. 20), teacher education can be perceived as "a practice producing subject". They write:

It is crucially concerned with the initial and continuing formation of "teaching subjects", or of teachers as knowledgeable and capable educational agents. Subjectivity is to be understood as a dynamic ensemble of qualities and attribute performed in making up the human agent at any particular time, and drawing in more conventionally humanist notions such as character, personality and "self", and social identity more generally. (Green & Reid, 2008, pp. 20-21)

The process of this ensemble is conducted within a discourse of teacher education as a field. They argue that the existing discourses of “quality teaching” provide particular forms of “language, meaning and symbolic power” that constitute what it means to be a teacher in a particular place and time (Green & Reid, 2008, p. 21).

Through this particular lens, the present study explores the discourse of the idea of university from both policy and teacher educators’ perspective. It includes the disposition of the teacher education institute in the context of Indonesia’s higher education. Moreover, it examines how a teacher education program is characterised in the discourse of ‘good quality’ of the higher education discourse. Further, it investigates how these discourses shape the existing curriculum and practice at UNM following the conversion. These emerging discourses are examined in relation to the positioning of teacher educators within the university. This study also explores how teacher educators are positioned within the discourse and how they position themselves as teacher educators. These emerging discourses will be analysed by locating teacher education as a field where knowledge discourse is shaped through power held by actors within the field. The following section presents the theoretical concept used in this study.

Habitus, Field and Capital

Bourdieu introduces the concepts of *field*, *habitus*, and *social capital* to explain how society works (Laberge, 2010). Field is defined as “a configuration of positions comprising agents (individuals, groups of actors or institutions)

struggling to maximize their positions” (Maton, 2005, p. 689). This configuration position is influenced by habitus, “the types of social practice and behaviour that agents inherit during the various stages of their socialisation, and that inform their further interaction with their social environment” (Deer, 2003, p. 196), and the forms of capital held by the agency (Bourdieu, 1986). Capital is a power inscribed in objective or subjective structures and forms the principle that underlies the immanent regularities of the social world (Bourdieu, 1986, p. 105). According to Moore (2012, p. 99), Bourdieu aims to extend the sense of the term ‘capital’ by a “wider system of exchanges whereby assets of different kinds are transformed and exchanged within complex networks or circuits within and across different fields”, which includes the university.

In the earlier stages of his work, Bourdieu suggests that educational institutions are agents of social reproduction, where social inequality is reproduced in the education system (Bourdieu & Passeron, 1990). Yet, according to van Zanten (2005, pp. 678-683), Bourdieu extends his own work in the sense of education systems no longer being agents of social reproduction. Due to the ‘poverty position’ – a relative kind of poverty – both teachers and school personnel also suffer within the existing system (van Zanten, 2008, p. 682). This poverty position creates disadvantages for particular groups of people to fit in the existing educational system rather than becoming agents of social reproduction. However, it can be argued that, within the group itself, its members are still agents of social reproduction, who (re)produce social values for their own group.

According to Deer (2003, p. 197), since academic fields in higher education have become more integrated with the social environment, “the practice and expectations of agents in the academic field have been increasingly influenced by the outcomes of the struggle for control between interest groups at previous educational stages”. Moreover, she believes that increasing control from the external body has led Bourdieu to revise the notion that a field is not fully autonomous. Instead, it remains relative and is influenced by external constraints.

Accordingly, Maton (2005) proposes that the notion of ‘autonomy’ is the underpinning principle in studying policy in the field of higher education. He argues that the use of Bourdieu’s work in studying this field is mainly a dichotomy between the internalist and the externalist approach, tending to place social relations as interactions only between different fields or among actors within the field (see Maton, 2005, p. 688). In fact, he proposes that both approaches fail to place the field of higher education. This is “a social structure that is irreducible both to its constituent parts and to other social field of practices and which possesses its own distinctive properties and power” (Maton, 2005, p. 689). According to him, higher education according to Bourdieu comprises fields with complex interrelations that constitute the society. Thus, the concept of relations should not be limited to interactions only. Rather, it should be revealed through an analysis of the fields’ underlying structuring principles (see Maton, 2005, pp. 688-690). This is especially important since the field structures are already complex influences on practices within the field. Both the field’s external relations and internal structure are critical for understanding

the relative autonomy of higher education (Maton, 2005). Rather than seeing both approaches as a dichotomy, there is a relational between the two, which allows an analysis of the underlying structuring principles between and within fields. By doing so, we are able to understand how policies are constructed and implemented within the field.

Studies conducted by Deer (2003) on the evolution of higher education in France and England show the relationship between academic, political, economic, and dominant groups within the fields. Among groups, the shifting power and dependency are determined by the distribution of various types of social capital and values (see Deer, 2003, pp. 201-203). She points out that the political field has been better positioned to influence not only practices in the academic field but also to promote ideological power. She argues that “discourse based on economic rationality” has been pushed towards the academic field (Deer, 2003, p. 202). Furthermore, she believes that it is political autonomy that determines the accessibility of different agents within the field of higher education. Therefore, in order to understand the development of higher education, it is essential to understand the political field’s degree of autonomy in regards to other fields.

According to Naidoo (2003, p. 254), research in the area of higher education has given less attention to the ‘interaction’ between the external pressures and the response of the universities themselves. He believes that Bourdieu’s concepts of ‘field’, ‘capital’, and ‘habitus’ are useful for seeing how a university with its existing university culture responds to the pressure of

globalisation. He suggests that these concepts can be used to assess this interaction, since universities have their own “cultures, values and professional protocols” that can displace, restructure, or subvert the encountered external pressures (see Naidoo, 2003, pp. 254-255). This interaction will lead to a transformation that takes on “specific forms within its policy discourses and practices” (Maton, 2005, p. 690).

By applying Bourdieu’s work, the present study shows how the policy of the conversion is constructed and translated into practice in the field of teacher education, the habitus of UNM as an ex-IKIP. The power struggles between and within the internal and the external are identified in order to understand the degree of UNM’s relative autonomy; this is done for the purpose of investigating how the conversion shapes existing structure and practice of its teacher education program. The analysis of this power struggle is confirmed by the Foucauldian approach, which is discussed in the following section.

Foucault and Education

Every educational system is a political means of maintaining or modifying the appropriateness of discourses with the knowledge and power they bring with them. (Foucault, cited in Ball, 1990, p. 3)

Numerous authors extensively discuss the use of Foucault’s works in education (see, for instance, Leask, 2012; Marshall, 1995; Popkewitz & Brennan, 1997; Woermann, 2012). Leask (2012, p. 57) argues that, through the Foucauldian approach, educational institutions such as schools and colleges can be seen as “the locus for critically-informed, oppositional micro-politics”, rather than just as a passive subjection. Drawing from the later development of

Foucault's works on power, he suggests that Foucault's earlier work on power "has been intensified to such an extent that it overflows its original domain, and comes to infuse, as it were, the very subject that might previously have been taken to be a mere effect" (Leask, 2012, p. 58). Thus, educational institutions cannot be seen as passive recipients only, shaped by the 'modern state', since they are still "divested of its "traditional", substantial, formation, located wholly on an immanent plane, and yet centrally concerned with practice and freedom and ethical resistance" (Leask, 2012, p. 58).

In his earlier works, Foucault sees disciplinary power as a mechanism to frame and control individuals (Foucault, 1995). He writes, "discipline makes individual; it is the specific technique of a power that regards individual both as objects and as instruments of its exercise" (Foucault, 1995, p. 170). Further, he explains that the "success of disciplinary power derives no doubt from the use of simple instruments; hierarchical observation, normalizing judgement and their combination in a procedure that is specific to it, the examination" (Foucault, 1995, p. 170). According to Leask (2012, p. 63), the earliest Foucauldian notion of power treats it as a vertical domination, the "delineation of a static institutional domination and a correlative helplessness on the part of the subjected to this domination". However, in Foucault's later works, this notion of power repression is changed – individuals as objects do not merely offer themselves to becoming subjects through particular 'disciplinary technology'; the individuals form their own subjectification, "the process of self-formation in which the person is active" (Foucault, 1984, p. 11).

The notion of resistance is one of the critical aspects in power relations raised by Foucault. According to Woermann (2012, p. 115), resistance is both “an element of the functioning of power and a source of its perpetual disorder”.

Foucault writes that a new economy of power relations:

... consists of taking the forms of resistance against different forms of power as a starting point. ... it consists of using this resistance as a chemical catalyst so as to bring to light power relations, locate their positions, find out their point of application and the methods used. (Foucault, 1982, p. 211)

Thus, resistance is necessary in order for power to be exercised. Otherwise, the transformation of power will not occur as there is no need to struggle for the new position.

The discourse between university and teacher education has positioned IKIP Ujung Pandang as different from other established universities. The knowledge discourse on what counts as university in the context of Indonesia requires UNM to form a new identity without diminishing its character as a teacher education institute. This new identity is formed through a power/knowledge discourse on university policy as stated by the authorised body that governs national higher education. Yet, having been strongly classified as a teacher education institute distinct from a university, UNM actively forms its own subjectification to fit within this university discourse. Thus, this study will examine how UNM subjectified itself as a university in the discourse of higher education in Indonesia.

Subject and Power

Although Foucault's works are about power and knowledge, the focus is not on the kinds of power held by certain agencies. Instead, he is interested in how the individual becomes a subject. He says:

... the goal of my works ... has not been to analyse the phenomena of power, nor to elaborate the foundations of such analysis. My objective, instead, has been to create a history of the different modes by which, in our culture, human beings are made subjects. (Foucault, 1982, p. 208)

Foucault addresses three modes of objectification that transform human being into subjects: the mode of scientific classification, dividing practices, and subjectification (Rabinow, 1984). The first mode attempts to give human beings the status of sciences, such as the subject of linguistics having the status of labour (Foucault, 1982). He calls this "the objectivizing of speaking subject" or "the objectivizing of productive subject" (Foucault, 1982, p. 208). According to Rabinow (1984), Foucault attempts to show how the discourses of life, labour, and language are structured into disciplines.

According to Foucault (1982, p. 208), the notion of dividing practices is "objectivizing the subject", where "the subject is either divided inside himself or divided from others". In the field of education, examples of 'dividing practices' include the use of a university entrance examination, the development of different types of higher education, and the use of criteria for different types of educational institutions. Through the use of these techniques and forms of organisations, particular "identities and subjectivities are formed, learned, carried" (Ball, 1990, p. 4). This, in turn, leads to the notion of subjectification;

that is, “the way a human being turns him or herself into a subject” (Foucault, 1982, p. 208). It is a “process of self-formation in which the person is active” (Rabinow, 1984). According to Leask (2012), Foucault is no longer restricted to the passive product of Panopticism (see Foucault, 1995); rather, he gives greater attention to subjects which act as an emphasis on power relations.

These modes of objectifications are considered to be appropriate tools for examining the disposition of both teacher education programs and teacher educators following the conversion. According to Popkewitz and Brennan (1997, p. 295), Foucault’s works provide alternative views for understanding existing practices, since the analysis focuses not on individuals, but on the identity of the individual, “a subject-decentered approach”. The decentering of the subject is defined as “a strategy to understand how the subject is constituted within a field that relates knowledge and power” (Popkewitz & Brennan, 1997, p. 296). The conversion of IKIP Ujung Pandang from a teacher training institute into a university involves a transformational process of UNM teacher educators in response to the conversion. Part of the present study’s investigation looks at how these teacher educators turn into subjects and form their identity as university lecturers following the conversion. This is especially critical, since Indonesia’ education system is strongly regulated and controlled by the national policy of education issued by the government.

Governmentality

Government is a form of activity aiming to shape, guide, or affect the conduct of people (Gordon, 1991). It is about “individualising and totalising: that

is, about finding answers to the question of what it is for an individual, and for a society or population of individuals, to be governed or governable” (Gordon, 1991, p. 36). Dean (2010, p. 19) argues that the rational attempt to shape conduct presumes “to know with varying degrees of explicitness and using forms of knowledge, what constitutes good, virtuous, appropriate, responsible conduct of individuals and collectives”.

As an activity, governance is about the relation between “the self-and self, private interpersonal relations involving some form of control or guidance, relations within social institutions and communities and, finally, relations concerned with the exercise of political sovereignty”(Gordon, 1991, p.3). Dean (2010, p. 24) suggests that governmentality deals with different rationalities, “ways of reasoning ... calculating, and responding to a problem, ... which might draw upon formal knowledge of bodies or expertise”. While the notions of ‘mentalities’ is a matter of “the bodies of knowledge, belief and opinion in which we are immersed” (Dean, 2010, p. 24), the notion of mentalities of government emphasizes “the way in which the thinking involved in practices of government is explicit and embedded in language and other technical instruments but is also relatively taken for granted” (Dean, 2010, p. 25).

Popkewitz and Brennan (1997) give an example of constructed ways of reasoning when teachers talk about teaching as the production of learning. They argue that the conceptualisation of teaching is produced “in the context of historically constructed ‘ways of reasoning’” (Popkewitz & Brennan, 1997, p. 294). Within classroom teacher practices, this way of reasoning is translated

through particular technologies in the forms of teaching, assessment, and student supervision. In the context of this study, it is considered that the idea of university is constructed through ways of reasoning that influence the way UNM operates today, particularly its teacher education program. This idea of university constructs certain practices within the university, which also shape teacher education program curriculum practices and the way teacher educators subjectify themselves.

This study focuses on the emerging discourse within UNM's teacher education program following its conversion from a teacher training institute into a university. The Foucauldian perspective on knowledge, power, and truth analyses the experience of the conversion by the university members and how it influences the university's teacher education program. The analysis focuses on the power struggles between different fields (FIP and FMIPA), disciplines (education and pure discipline), and institutions (teacher education institute and university). It also investigates how teacher educators become subjects and subjectify themselves as teacher educators.

The following section investigates the transformation of a teacher college into a university and the disposition of the teacher education program within comprehensive universities. It discusses not only the development of teacher education, but also how teacher educators conceptualise their work as university-based teacher educators.

Teacher College and University-Based Teacher Preparation

The work of Hayhoe (2002) is used in this study to place the historical overview of the development of teacher college into university in both Western (US, England, France) and Asian (Japan, China, Taiwan) societies. One consistent message delivered in Hayhoe's work comprises different value orientations held by teacher education institutions and universities. According to her, a teacher education institute deals with the basic discipline of knowledge in integrated ways, while a university commits to theoretical disciplines of knowledge, which leads to knowledge production and an intellectual discourse of liberal ideas (Hayhoe, 2002, p. 6). She argues that these different values in orientation, if not carefully taken into account, will devalue the practical knowledge that characterises teachers' work and teacher education.

Based on the historical overview of upgrading from teacher education institute to university, Hayhoe provides valuable information on how teacher education has evolved within the dominant view of a university that has different value sets. She concludes that there are four models of institutional arrangement of teacher education that characterise this evolution:

- Model A : Teacher colleges merged into universities and became Faculties or Schools of Education in comprehensive universities.
- Model B : Teacher colleges upgraded to Universities of Education or to comprehensive university levels, where the Faculty of Education plays a leading role while offering tertiary education for different 'majors'.
- Model C : Teacher colleges merged into comprehensive universities and became an independent institute with their own legal existence in determining ways and means to develop its

teacher education program.

- Model D : Teacher colleges upgraded to universities and their single purpose focuses on the teaching profession.

(Adapted from Hayhoe, 2002, p. 16).

Each model of teacher education programs has its own strengths and weaknesses (see Hayhoe, 2002, pp. 16-17). Yet, it can be concluded that the major challenge is in maintaining the characteristics and roles of teacher education for preparing qualified teachers. A university's different academic orientation and nature that values theoretical disciplines of knowledge may possibly weaken the link between teacher education and schools.

According to Labaree (2008), the transformation of teacher training colleges into universities has somehow impacted on the teacher education program. By becoming a university, teacher education is expected to gain higher status in its academic credential, but it also risks undermining its professional mission to train teachers. He writes:

... teacher education has ceded control over its professional program, cooperated in undermining the professional quality of these programs, and allowed these programs to become marginalized within a university setting that grants little respect. (Labaree, 2008, p. 304)

He believes that the evolution of teacher education institutes into universities is not the result of a plan to enhance the quality of professional education for teachers. He states: "It was a side effect of the growing dominance of the university over all matters educational" (Labaree, 2008, p. 304). As a result, teacher education has no other place to go.

Cheng and Chow (2004) argue that, in Asia and beyond, teacher educators who work in comprehensive universities often encounter difficulties with excellence in teacher education. Some of the factors include problems with resources, the different nature of their work (see Labaree, 2000), and the value conflict between teacher education and comprehensive universities (Cheng & Chow, 2004, pp. 222-223). Furthermore, they argue that the independent status of teacher education institutions, such as Models B and D, can maximise the resource and effort for both teacher education and education in general. This will protect them from inequitable competition with other faculties. They write:

... these institutions of teacher education do serve to create an exclusive space for teacher educators to discharge their sacred duties; promote professionalism among and commitment teachers; facilitate research and development project to support development of schools education in different aspects; and highlight for society the values and significance of teaching as a profession. (Cheng & Chow, 2004, p. 225)

Realising the different values held by teacher colleges and universities, Hayhoe and Li (2010, p. 75), argue that there is a need for a “different set of values than those which had dominated the traditional university”. According to Cheng et al. (2004b), the dominant view of the university is mostly shaped by the ‘traditional’ idea of university in the Western context. There has been limited investigation into how this idea fits into the context of Asia and its region (Cheng, Chow, & Mok, 2004a; Hayhoe & Li, 2010).

In the Western context, the universities’ two major functions are to prepare the elite to govern the nation and to provide a basis of research for knowledge development (Jarvis, 2000, p.43). Lately, this idea has shifted; universities have been repositioned as a global community to enhance the

economic productivity of a nation (McArthur, 2011; Naidoo, 2003). Moreover, Taylor (2008) argues that, as centres for training and places of knowledge development, universities are positioned to play a critical role in human and social development by linking local communities with global societies. This shows us how the idea of university has shifted from scholarly academic knowledge to human, economic, and social development.

In regard to the conversion of teacher colleges into universities, Hayhoe and Li (2010) suggest that normal universities, established from the 'normal' school – a school for teachers, are challenged to integrate two different institutional values due to their different roots and historical background. A university stresses the value of academic freedom and autonomy as part of its academic culture, while teacher education is influenced and controlled by the state and its professional accountability. Moreover, the quality of teacher education is often assessed by the quality of student achievement, where the state regulates the curriculum and the standard (Cochran-Smith & Zeichner, 2005). Due to this assessment, the notion of knowledge development will always be related to the context of where the teacher education is situated, which possibly influences the 'academic freedom' in teacher education.

Zeichner (2011, p. 89) calls for "hybrid spaces" in teacher education, where academic and practical knowledge, as well as knowledge within the community, "come together in new less hierarchical way". He argues that there is a need to shift from the old paradigm of university based-teacher education, which views academic knowledge as an authoritative source of knowledge about

teaching, towards non-hierarchical interplay between academic, practitioner, and community expertise. According to Hayhoe and Li (2010), since education is at the heart of their work, normal universities are in a unique position to explore the possibility of developing distinctive types of university-based teacher education. Furthermore, their work particularly focuses on bringing together values from the Western and East Asian cultures through the idea applied from normal universities, the idea that is considered to fit with the future development of teacher education program as university-based teacher education.

Apart from issues related to different values held by teacher colleges and universities, Ellis, McNicholl, and Pendry (2012) argue that studies are still very rare regarding how universities conceptualise the work of teacher educators as academic work. By examining how university members themselves conceptualise the work of university-based teacher educators in England, they found that teacher educators were categorised according to the tension between research productivity and their professional credibility to prepare teachers. The study also reports that a teacher educator is perceived as being an exceptional category different from the rest of the institution “in the sense of bearing strong personal responsibilities as professional role models and exemplary practitioners” (Ellis et al., 2012, p. 691).

Another study was conducted by Robinson and McMillan (2006) on teacher educators at the Faculty of Education, Cape Technikon (College of Technology), South Africa. The study focuses on how teacher educators perceive

their new roles as researchers after the college of education is incorporated into a higher education institution. Through applying the theoretical perspective of change and identity, they argue that any changes in teacher education should be aware of the attitude of teacher educators themselves. The way teacher educators perceive and value themselves as teacher educators influences the way they practise their roles as university members. The study revealed that, despite finding teacher education models to be quite similar between college and universities, the teacher educators perceive the positions of university and college “as though they are dichotomous” (Robinson & McMillan, 2006, p.333). Although the dichotomy lies between practical and academic knowledge, teacher educators’ practices in the university are shaped by what they believe is good practice for teacher educators and the values of being a good teacher.

Chetty and Lubben (2010) also conducted a study in the same area. Their study examines teacher educators’ perceptions on their professional and organisational identity after the mergers of colleges of education and technology in a ‘new’ University of Technology in South Africa. The study showed that teaching and research were considered to be dichotomous. According to them, however, the recent policy on university ranking and accreditation, where university assessment is based on its research output, requires a major change in the identity of the teacher educator within the university. The teacher education characteristic of practical knowledge being the dominant view of teaching is challenged by the notions of a university, where the scholarship of research is highly valued. They also found that, due to lack of research profile, the Faculty of Education staff are sometimes seen as deficient. Hence, they argue that teacher

educators require a reconstruction of their professional identity as teachers and researchers after the teacher education institutions have merged and changed to university.

The conversion of the teacher education institute into university in Indonesia occurred in the late 1990s. In terms of this transition, the major differences addressed by studies presented above lie between academic and practical knowledge, research that produces and research that reproduces knowledge. The present research argues that the division between academic and practical knowledge that has characterised the studies on the transition of teacher colleges into universities actually proposes that conducting research has not been a part of teacher colleges' academic lives. Therefore, the transition will require teacher educators to develop a 'new' identity as a researcher, instead of being a teacher educator only.

In the case of IKIP Ujung Pandang, the role of the academic staff in a teacher training institute has been similar to that of a university: teaching, conducting research, and engaging in community service. Conducting research has been part of the teaching staff's academic life at the institute. However, since IKIP is a teacher training college, most studies are in areas of classroom action research, instructional design, and other issues of education and teacher education, such as developing a medium for teaching, school leadership, school-based management, and school development. Unfortunately, much of this research is not published at the local, national, or international level. This issue has been addressed by Cheng and Chow (2004), who state that there was not

much research found on teacher education in Asia. The possible cause for this is language, as the studies are not written in English.

This study does not aim at exploring university-based teacher educators in terms of research productivity. Rather, it examines how teacher educators form their professional identity as university-based teacher educators after IKIP Ujung Pandang converts into UNM. Knowing that Indonesia's teacher education is strongly controlled by the national education policy, it is believed that the construction of this new identity is not just driven by the different values held by the university and teacher education. In fact, it is also shaped by local policy, which plays a critical role in governing higher education in the country.

Teachers' Knowledge: The Ongoing Claim

What Counts as Teacher Knowledge?

According to Grant (2008), the idea of a teacher's knowledge, skills, and disposition has evolved in response to changing social, economic, and political agendas. Teacher knowledge has been defined from having a good knowledge of pedagogy and content, good knowledge in history, geography, and political science, to higher level thinking in the areas of mathematics and science, including technology (see Grant, 2008, pp. 127-129).

One of the ongoing discussions in teacher education is the value of subject matter and pedagogical knowledge. Although both are equally important in the work of teaching, Ball (2000) argues there has still been a fragmentation of practice between the two. She believes that having a good ability in content

knowledge does not necessarily mean that a person can help their students learn and know which tasks should be given to the student. According to Ball and Forzani (2009), teaching requires not only strong content knowledge, but also the capacity to make the subject accessible to diverse learners. They believe that the critical task in teachers' work is to help students learn and understand that certain tasks are critical in the teachers' work. This is not only content knowledge, but how such knowledge is to be held and what should be learned to use that knowledge in practice (Ball, 2000). Sleeter (2008, p. 1953) believes that defining teacher quality in terms of traditional measures of academic content knowledge will not only reduce "the significance of that which is not testable, such as racial dispositions, expectations for students learning, or ability to connect academics with culturally diverse students", but will also downsize the university-based teacher education program.

McDiarmid and Clevenger-Bright (2008) use the term 'teacher capacity' to explain teacher knowledge. According to them, there are three categories that appear to be the notion of teacher capacities across time: (1) knowledge; (2) craft skills; and (3) dispositions. Knowledge includes subject matter, pedagogical content knowledge, curriculum, educational foundations, theories of learning, motivation, and assessment. Craft skills include instructional design, classroom instruction, and classroom management. Lastly, dispositions include beliefs, attitudes, values, and commitments (see McDiarmid & Clevenger-Bright, 2008, p. 134). They argue that the development of these teacher capacities will also depend on what the student teachers bring with them. As learners, student teachers have observed the work of teachers who taught them, including the

teacher preparation courses they had enrolled in. Thus, what counts as teachers' knowledge for them will be influenced by their previous observation and experiences as students.

In fact, Darling-Hammond (2000) proposes that one of the most important roles of university-based teacher preparation is to develop the ability to see beyond one's own perspective. She believes that, by seeing beyond their own perspective, the teacher candidates will have an opportunity to understand the meaning of the experience they encounter in terms of learning. She also argues the need for prospective teachers to conduct case studies of children. She believes that case studies will help them understand children's thinking and experiences. Moreover, she raises the importance of community studies. Considering that teachers might work in places different from their own communities, community studies will help "illuminate culture, customs, and life experiences of different groups of people" (Darling-Hammond, 2000, p. 171). The same notion is addressed by Corbett (2010), who suggests that teaching is learning about a place and identity positions available to students in a particular context. He believes that culture, place, and identity need to be considered seriously by those who engage in literacy education. There are relationships between power and identity that form life in a school and in the larger context of society. He argues that "to know how to teach is to know a great deal about where you are teaching and the conditions experienced by people in that place" (Corbett, 2010, p. 83). He suggests that, in order for a teacher to be professional, it is critical that they embrace social theory to gain understanding of social context and its larger complexity.

Besides the various types of knowledge presented above, the importance of such foundational knowledge as philosophy, sociology, and psychology is also addressed by studies of the teacher education curriculum. For instance, Winch (2012) proposes the importance of philosophy of education within teacher education. He acknowledges that the reason for the depreciation of the subject of philosophy is due to some practitioners' tendency to offer over-ambitious claims within the field of education, leading to omitting the importance of other disciplines. Nevertheless, he argues that philosophy is a valuable tool for understanding educational issues across the discipline of education. According to him, "educators and the engaged public need a conceptual framework within which they can frame and understand educational issues and conduct research and debates around contested conceptions and interpretations of education" (Winch, 2012, p. 306). In relation to teacher education, he states:

If the aim of teacher education is to develop individuals capable of making professional judgement, they cannot simply be taught recipes derived from the research, even we make the generous assumption that the research is capable of providing a clear and unambiguous guide to action. But if we are to ask teacher to use the research to make their own judgements, it cannot be enough to expect them to derive their knowledge of findings from secondary sources alone. (Winch, 2012, p. 312)

He suggests that teachers require an understanding of the broader implications of their actions in order to avoid becoming technicians and to make independent professional judgments.

In regards to teaching practices, Crozier (2009) explores the role of psychology of education. According to him, as a broad discipline that constitutes such areas as social psychology, developmental psychology, cognitive

psychology, and individual differences, psychology of education has been applied and used both in the study of education, as well as in educational policy and practice. He reveals that there are various studies in psychology that have the potential to inform best teaching practices (see Crozier, 2009, pp. 593-595). He notes that “education of children must draw upon some kind of theory of child development... This theory can be built up through teachers’ classroom experience to exert a powerful influence on practice and in socialising new teacher into ‘what works’” (Crozier, 2009, p. 592). According to him, the role of psychology has been shrinking since teacher education was driven to focus more on curriculum subjects and strong links with schools.

A similar argument regarding the role of sociology of education is addressed by Lauder, Brown, and Halsey (2009). They suggest that, since being considered of little relevance to education, this discipline has been removed from education studies and the teacher education curriculum. However, they argue that sociology of education has contributed to and is relevant in addressing issues of social class and inequalities, as well as identifying cultural politics regarding education (see Lauder et al., 2009, pp. 571-576). This is likely to be more relevant today, as people have become more interconnected through the development of technology, which allows people to link and migrate to different places. School is now challenged to deal with students from varying socio-economic backgrounds. More importantly, the teachers are challenged to work with people who come from a background different to them.

From the post-structuralist perspective, what counts as teachers' knowledge represents the interplay between power, meaning, and language. These concepts are used through a discourse that focuses on what teachers should be able to do. In addition, both teachers and teacher education are embedded within a particular policy context. Teachers' knowledge is identified and defined within this discourse. As a result, the practice of a teacher education curriculum is shaped by how this interplay develops the idea of teachers' knowledge. According to Furlong, Cochran-Smith, and Brennan (2009), the common issues and debate on the policy of teacher education show how historical, cultural, political, and constitutional issues influence the policy debate on teacher education. Thus, what counts as a teacher's knowledge should be seen as something contested; it is something that cannot be simply accepted as the truth representation of teachers' knowledge.

Turn Into Practice

Ball and Forzani (2009) argue that, wherever and whatever the type of teacher education, there is a need for a fundamental renovation of the professional education curriculum for teachers. They argue that professional education curriculum for teachers must focus on practice, "with an eye what teaching requires and how professional training can make a demonstrable difference to the quality of instructional practice" (Ball & Forzani, 2009, p. 498). They write:

These include activities carried on both inside and beyond the classroom, such a leading a discussion of solutions to a mathematics problem, probing students' answers, reviewing

material for a science test, listening to and assessing students' oral reading, explaining an interpretation of a poem, talking with parents, evaluating students' papers, planning, and creating and maintaining an orderly and supportive environment for learning. The work of teaching includes broad cultural competence and relational sensitivity, communication skills, and the combination of rigor and imagination fundamental to effective practice. Skillful teaching requires appropriately using and integrating specific moves and activities in particular cases and contexts, based on knowledge and understanding of one's pupils and on the application of professional judgment. This integration also depends on opportunities to practice and to measure one's performance against exemplars. (Ball & Forzani, 2009, p. 497)

They argue that teaching is not only about having strong content knowledge, as stated by one of the big debates regarding teachers' knowledge. In fact, teaching is about representing ideas in powerful ways, organising a productive learning process for students who begin with different levels and varieties of prior knowledge, assessing how and what the students are learning, and adapting instruction to various learning approaches (Darling-Hammond, 2000, p. 167). Therefore, the task of professional teacher education is to prepare people for this work of teaching, a work that is not natural and is complex (Ball & Forzani, 2009).

The idea of putting teacher education back into practice is also addressed by Reid (2011). She notes:

... teaching is work that needs to be studied and practised in order to be learned. 'Core' or 'high leverage' practices need to be practised over and over again with the benefit of supportive rules, scaffolds, clear instruction, feedback and coaching. (Reid, 2011, p.305)

Drawing on the 'practice theory' of contemporary social theory, she argues that the teacher educators' understanding of how education is conducted influences the way they go about preparing new teachers. Since all student teachers have

experienced schooling and are likely to observe the role of teachers through their experience as students, the challenge for teacher educators is to confront the work of teaching as “something that they do not already know all about, and as something that must be practices and refined” (Reid, 2011, p. 304). Applying Bourdieu’s concept of *habitus*, she believes that the key difficulty in teacher education is that student teachers are not real novices. Through their experiences as learners, the role of a teacher has been pictured in their body and they see teaching as natural, something they already know. Without challenging this idea, the notion of ‘cultural reproduction’ (Bourdieu & Passeron, 1990) will occur, where the same thing is produced and reproduced.

It can be seen here that practical knowledge is essential in teacher education. Being a teacher requires not only various types of knowledge, but also craft skills – the practical knowledge to deal with the complexity of a teacher’s work in a particular context. Hence, the challenge for teacher education is how to prepare student teachers who are not only well-informed about the knowledge required, but are also able to do their job. It is worthwhile linking this notion to the work of Hayhoe (2002), mentioned earlier. One of the main concerns of the development of a teacher college into a university is how teacher education fits in with the values and standards of a university, while maintaining its critical role to improve the practice of schools and teaching (Hayhoe, 2002, pp. 6-7). As teacher education upgrades to university level, the notion to turn teacher education into practice might be considered contradictory to the values of a university, where scholarly knowledge is strongly commended.

Summary

This chapter examines literature in the field of teacher education. It discusses how teacher education as a new emerging field of research has been studied and how the present study aims to fill the gap rarely studied within this field. The theoretical frameworks used in this study are also discussed in appropriate context. One section of this chapter focuses on the development of a teacher college into university. It shows that the future development of a university-based teacher education program is strongly influenced by its position within the university and by the degree of autonomy to design the program. Moreover, this chapter presents a discussion of teachers' knowledge in order to provide a wide notion of what counts as teacher knowledge. The unique value orientations that characterise teacher education show that it is not only about the identification of the type of knowledge required by teachers. It is also about how teacher education prepares teachers for being able to do their job in the actual field. The next chapter presents the research methodology used in this study.

CHAPTER 3: RESEARCH METHOD AND METHODOLOGY

This chapter presents the research design; it explains and rationalises the selection of a case study as the methodology and the theoretical perspective. The research site and participants are also described, as well as the processes of data collection and analysis. Appropriate ethical considerations are presented in order to provide an overview of how the researcher approaches local and organisational culture.

Research Design

This study focuses on exploring the impact of conversion from a teacher-training institute into a university. It aims to investigate how the concept of a university is perceived and constructed by university members, and how the conversion shapes the curriculum of teacher education at the university. According to Crotty (1998), interactions between people within a particular social context contribute to the construction of meaning. The disposition of the teaching profession, the debate about content and pedagogical knowledge, and the role of the national education policy are key elements in this study, which shapes the characteristics of teacher education following the conversion of IKIP into UNM.

In order to gain deeper insight into how the conversion influences the teacher education program at UNM, this study applies the qualitative research methodology in a form of a holistic case study with two embedded units: the

Faculty of Education and the Faculty of Mathematics and Science. According to Merriam (1998, p. 19), a case study design aims to gain an in-depth understanding of the situation and meaning for those involved. This design is selected when the phenomenon being studied is not readily distinguishable from its context (Yin, 2003, p. 4). Case studies seek “to engage with and report the complexity of social activity in order to represent the meanings that individual social actors bring to those settings and manufacture in them” (Stark & Torrance, 2005, p.33). Furthermore, they suggest that, although the ‘social reality’ is situated in particular contexts and histories, it is created through social interaction among the actors.

In this study, UNM is viewed as a typical case out of 11 teacher training institutes that had converted into universities. According to Yin (2009), this type of single case design is justifiable when the case presents a representative or typical case among many different projects. This study is about understanding ‘the case’, rather than generalizing to a large population (Stark & Torrance, 2005). As institutions are generated in specific social and historical circumstances and are manifested through individuals’ understandings and actions, the context for analysing these changes is established by the historical influences of teacher education in Indonesia and its regions, as well as by the changing policy regime.

Research Site and Participants

The study is conducted at UNM’s Faculty of Education (FIP) and Faculty of Mathematics and Science (FMIPA). FIP is selected because, presumably, it is the ‘owner’ of Education. At UNM, FIP is responsible for teaching basic education

topics for all Bachelor of Education programs across the university. It should be understood that the Bachelor of Education program at UNM is not necessarily administered by FIP. At UNM, the preparation for subject teachers is administered by the faculty where the discipline is attached. FIP's role is to enable lecturers to teach basic education topics for all teacher education programs across the university. At FIP itself, there are only two teacher education programs administered: teacher education for early childhood education and teacher education for primary education. Yet, these programs will not be discussed in this study, since their development began only recently, due to changing policy regarding teacher qualification, which began in 2005. Instead, the focus will be on the subject teacher education program offered by FMIPA.

FMIPA is selected because this faculty is one of the first to offer both a teacher education program and a disciplinary program, known as a non-education program soon after the conversion. As part of the requirement of becoming a university, UNM was obliged to open a disciplinary program. The first three faculties offering disciplinary programs to qualify for university status were the Faculty of Mathematics and Science, Faculty of Physical Science, and Faculty of Engineering. Following the conversion, FMIPA administered teacher education programs for mathematics and science teachers. Another reason for this was because the quality of education is mostly measured by students' achievement in mathematics and science. In fact, mathematics and science have been subjects for assessing the quality of education not only in Indonesia, but worldwide. It is suspected that the movement of the conversion is driven by findings from the Ministry of Education and Culture (MOEC) in 1990, which showed that primary

school teachers in Indonesia have mastered only 45% of the primary school subject matter in science (MOEC, cited in Nielsen, 1998).

It is notable that, following the conversion, almost all faculties at UNM have administered two programs, teacher education programs and non-education programs, which became one of the critical reasons for doing this research. How the conversion into UNM is translated and shapes the teacher education program in these two faculties is expected to provide insightful information into the changing nature of the teacher education program, particularly at UNM.

Participant Recruitment

There are 15 participants in this study: six participants from the Faculty of Education, six participants from the Faculty of Mathematics and Sciences, and three participants are individuals who are retired but were selected due to historical information regarding the conversion. Of the 16 participants, three are currently in management positions at the university and faculty level. The variety of participants' backgrounds allows the establishment of a degree of generalisation across groups, context, and discourse communities (Barbour & Schostak, 2005, p.44). Table 1 presents the characteristics of participants involved in this study.

The participants are purposively selected. Since the aim of this study is to understand and gain insight into the impact of conversion on the teacher education program, this study must select a sample that can provide the richest information regarding the case being studied (Merriam, 1998). The criteria of

participant selections include those who experience the conversion and who have been working at UNM since it was originally IKIP. The identification of potential participants was done by asking some university members about people involved in the conversion process, who witnessed the conversion process, and who was likely to have a view on the issues being studied. Having identified potential participants, the researcher approached them through a phone call and arranged meetings to seek their willingness to participate in this study. The initial meeting was to provide information about the study. The information sheet was given to participants, both in English and Indonesian. Once the participants agreed, the next appointments were made for the interviews. A letter of approval from the university rector was obtained prior to beginning data field collection.

Table 1. Participant Characteristics

No	Name	Age (Years)	Faculty	Qualifications	Average Employment in UNM (Years)	Description
1.	Alam	52	FIP	Master	25	Alam teaches in the teacher education program across UNM. At the time of the interview, he was in a management position at the department level.
2.	Arif	50	FIP	Doctorate	25	Arif teaches both in the teacher education program and the postgraduate program at UNM. He is in a management position at the university level.
3.	Idrus	59	FIP	Doctorate	32	Idrus teaches both in the teacher education program and post graduate program. He is in a management position at the faculty level.
4.	Dani	56	FIP	Master	27	Dani teaches in the teacher education program across UNM. His Bachelor's degree is in Education. According to him, he was forced to pursue Masters in subject discipline. He has also been in a management position at the department level.
5.	Ari	58	FIP	Doctorate	33	Ari teaches in the teacher education program and the postgraduate program. He also supervises doctorate students who carry out research in the field of education. He raises the importance of foundational studies in teacher education.
6.	Sandi	64	FIP	Doctorate	16	Sandi teaches in the teacher education program across UNM. He is particularly keen to examine the role of foundational studies in teacher education.

7.	Arfan	46	FMIPA	Doctorate	23	Arfan teaches at FMIPA, both in the teacher education and the disciplinary program. His qualification is in the area of Science Education. He is in a management position at the faculty level at the time of interview.
8.	Hendra	46	FMIPA	Master	21	Hendra teaches both in teacher education and disciplinary programs at FMIPA. Just after the conversion, he was assigned to a management position and was involved not only in the development of teacher education curriculum, but also in administrative work. His knowledge and experience at that time are considered to be valuable and relevant to this study.
9.	Romi	48	FMIPA	Doctorate	23	Romi teaches both in teacher education and disciplinary programs at FMIPA. He considers himself a scientist rather than a teacher educator. He attended some of the talks and the presentation when the idea of conversion was first discussed.
10.	Fadil	49	FMIPA	Master	23	Fadil teaches both in teacher education and disciplinary programs at FMIPA. Administratively, his expertise is considered to be as a scientist due to his Masters qualifications in pure discipline. However, he considers himself to be a teacher educator rather than a scientist. He is involved in many teacher development programs both inside and outside the university.
11.	Anwar	63	FMIPA	Doctorate	39	Anwar teaches in teacher education program only at the faculty. He firmly states that he is a teacher educator. His interest lies in preparing teachers who can teach science well. During the early stages of the conversion, he was involved in the team as administrative staff

						preparing IKIP for the transition.
12.	Anto	51	FMIPA	Master	26	Anto teaches both in teacher education and disciplinary programs. After the conversion, he was assigned to a management position. He dealt with curriculum development for both the teacher education and disciplinary programs. He perceives himself as a teacher educator. Besides teaching at the university, he is involved in numerous activities that link UNM with schools in the area.
13.	Wayan	-	retired	Doctorate	-	These three participants are selected due to the historical information regarding the conversion. Wayan was in a management position and was involved in talks at a national level before the conversion occurred in 1999. Adi and Wira were selected because they experienced and witnessed how IKIP changed after the conversion for a longer period. They are known for their critiques towards the development of UNM after the conversion, particularly regarding the teacher education program. Both are already retired, but are still invited to teach at the FIP.
14.	Adi	-	retired	Doctorate	-	
15.	Wira	-	retired	Master	-	

Data Collection Techniques

Interview

The interview is the main data collection technique used in this study. According to Byrne (2000), a qualitative interview offers the possibility of exploring the participant's understanding in a meaningful way. Moreover, it allows the researcher to explore voices and experiences that may have been ignored. Merriam (1998) also argues that an interview is necessary when a study is interested in past events.

The interviews for this research took place in a location selected by the participants. Following the agreement to participate in the study, the participants decided the time and the place to be interviewed. Prior to the interview, a consent form was given to the participants to ensure their understanding of their role and their rights in terms of the study. Each interview lasted about one hour. Since the interviewees were senior lecturers at the university, they were prompted with some questions regarding their activities in order to avoid them feeling as if they were being 'interviewed' only. The reason for their selection was explained and found to be important as part of respect for their knowledge regarding the issues being studied.

Historical context is part of the important events in this study. Hence, the interview guidelines are divided into two main parts: the historical and the current context of the teacher education program. In the 'History of The Present', Roth (1981, p. 33) writes: "The historical and critical understanding of

the traditional experience is made possible by our own position within the changes in the way person interact with the world around them". According to him, Foucault's work on the history of the present does not focus on what historians had found, but on why "their historical-theoretical circumstances necessitated that they found these facts and patterns" (Roth, 1981, p. 35). Depending on the flow of the conversation, the interviews did not necessarily begin with questions regarding the university's historical context. Occasionally, they began with questions about either the current or the historical context.

In general, interview focused on how the conversion had affected the teacher education program, the curriculum, the organisational structure, and participants' practices as teacher educators. The historical questions were asked in order to offer "an insight into respondents' memories and explanations of why things have come to be what they are, as well as descriptions of current problems and aspirations" (Stark & Torrance, 2005, p.35). The interview also explored what 'university' meant to them and what differences existed between the IKIP and the university teacher education programs. Other questions included how they perceived the current context of UNM as a university as an ex-IKIP; this was asked in order to see how the historical context had influenced the development of the university, particularly for the teacher education program. All interviews were audio-recorded and conducted in Indonesian (*Bahasa Indonesia*), with influences of some local dialects of the people in Makassar.

During the interview, notes were rarely taken, to avoid the participants' feeling that they were being observed. In order to remember the way participants responded, keywords were used, such as 'thinking', 'unsure', 'anger', and 'disappointment', and subsequently added to the field notes. These notes were written soon after the interview and recorded the way participants had responded during the interview. As suggested by Byrne (2000) regarding the position of the researcher, it should be acknowledged that the researcher is an academic staff member at UNM, but had been working at UNM only since 2005. The researcher has never studied at the university, as had most of the senior academic staff. During the interview process, the participants were very welcoming and perceived the researcher as an 'outsider', who did not know the historical context of the teacher education program at the university. However, it is acknowledged that the type of questions asked was affected by the researcher's employment at the Faculty of Education and the use of specific theoretical lenses to understand the case.

Documentary Resources

The main documentary resources used in this study are policy documents on IKIP's conversion into a university, the Presidential Decree No. 93 (Year 1999), the written curriculum of the teacher education program before and after the conversion, and the official records of academic staff qualifications. The Presidential Decree on the conversion is used to examine how IKIP, as a teacher education institute, is represented in the policy document. The aim is to investigate how the idea of university is constructed in a policy in relation to

conversion from IKIP into university. The policy itself can be seen as a form of governmentality, since it becomes a sort of 'guidance' on how IKIP should respond to the conversion. The analysis of this policy is concerned with assumption, as it "becomes linked to and is embedded in technical means for the shaping and reshaping of conduct and in practices and institutions" (Dean, 2010, p. 27). Furthermore, the specific university features are investigated by referring to other documents on Indonesia's higher education. As stated by Atkinson and Coffey (1997), documents make sense because they have relationships with other documents. They are written in order to refer to other documents. These features are found to be critical, as they influence the development of teacher education programs at UNM following the conversion.

According to Gidley (2004) the production of archival material relates to the social context in which the documents are produced. The conversion of 11 IKIPs into universities in the late 1990s occurred at the same time as the World Bank conducted the Secondary School Teacher Development project in Indonesia. This project was conducted from 1996 to 2001. One of the project's components was to prepare for a wider mandate: the conversion of IKIP into university. Hence, the World Bank report on the Secondary School Teacher Development project is used to investigate the 'discursive construction' regarding the idea of a university for the teacher education institute. As suggested by Foucault (1972, p. 33), "the descriptive statement was only one of the formulations present in medical discourse, and this description has constantly been displaced". How the idea of becoming a university is constructed in this report and how it links to the Presidential Decree on the conversion, are

analysed in this study. Both documents provide a useful way to scrutinise the emerging discourse, “by tracking the emergence of a particular way of thinking” (see Bacchi, 2009, pp. 211-213).

Methodology and Data Analysis

In this study, the historical context of teacher education and the changing policy regimes establish a context for analysing the impact of the conversion from IKIP Ujung Pandang into UNM, particularly for the teacher education program. The power struggle between the teacher education program and other fields through the capital held by different agents is used to analyse the conversion’s impact on the teacher education program. At the same time, the different system of knowledge, the discourse, will be used to analyse the changing character of the teacher education curriculum and the professional development of academic staff at the university before and after the conversion (Pudsey et al., 2007). In fact, Pudsey et al. (2007, p. 27) argue that the discourse provides power to particular groups, where power is based on “controlling specialised knowledge”, which affects excluding other ways of knowing.

A genealogical approach is used to analyse both the World Bank document and the Presidential Decree mentioned in the documentary resources section. Genealogy is an historical methodology used by Foucault, which “emphasises the power dynamics in historical developments, destabilising accounts of the present as natural and inevitable” (Bacchi, 2009, p. 275). According to Foucault (1984, p. 79), “what is found at the historical beginning of things is not the inviolable identity of their origin; it is dissension of other things.

It is disparity". Further, he writes that genealogy is "situated within the articulation of the body and the history. Its task is to expose a body totally imprinted by history and the process of history's destruction of the body" (Foucault, 1984, p. 83). This historical methodology is used to examine how an IKIP is represented (Bacchi, 2009), that it requires changing to a university.

According to Stark and Torrance (2005), documents can be examined for both immediate and changing content overtime. For the teacher education curriculum, particular attention is given to the curriculum before and after the conversion. The focus is on how the interpretation of the idea of university and the disposition of teacher education shape the curriculum of teacher education following the conversion. The same rationale applies to the analysis of academic staff qualifications. Both are seen as a representation of how the idea of university is interpreted by the university.

This study also applies the notion of *governmentality* to IKIP Ujung Pandang in relation to its conversion into UNM. The focus is on the governing bodies: namely, the university that governs the population of the university. As suggested by Popkewitz and Brennan (1997), the issue of university governance emphasises the conditions in which certain practices are constructed. It is about the "specific organisational feature" of what constitutes a university (Popkewitz & Brennan, 1997, p. 306).

Both the interviews and the documentary resources contribute to an understanding of how the conversion from IKIP Ujung Pandang into UNM affects the practice of teacher education at the university. Hence, rather than dealing

with each data individually, both are converged in the analysis process (Baxter & Jack, 2008). The analysis began with the interviews being transcribed by the researcher in order to allow immersion to the data. In order to prevent loss of interview context, the transcripts were retained in the language used during the interview, *Bahasa Indonesia*, and were not translated into English. After the key issues had been identified, translations were done to develop the coding in order to establish themes and for the purpose of writing the report.

The interview analysis began with identifying key issues addressed by each participant. According to Perakyla and Ruusuvuori (2011), it is the issues discussed in the interview which shape the research topic. The identification of key issues led to the development of coding and themes within the data. The coding and themes were established by highlighting sentences that reflect the issues being investigated. The research questions and the theoretical perspectives were used to frame the coding and themes.

Applying Bourdieu's concepts of *field*, *capital*, and *habitus*, teacher education is seen as a field where power is exercised through capital held by the agencies, between and within the faculty. Through the post-structuralist lens, how the conversion from IKIP Ujung Pandang into UNM is experienced by teacher educators within the university is analysed. The interview analysis examines the emerging discourse of what constitutes a university for UNM as an ex-IKIP and how it is experienced by the academic staff. The analysis also addresses how teacher educators become subject to change within the discourse of the university idea. Foucault's works are used in framing and analysing the

study through the notion of power/knowledge, subject, and emerging discursive practices between and within the faculty following the conversion. It includes an analysis of technology used by authority, the disciplinary power, and the dividing practices, as a form of governmentality that drives both the teacher education program and teacher educators under the umbrella of a “university”.

Ethical Considerations

This study involves human subjects via their participation in interviews. Prior to any data collection, ethical approval is required in order to ensure that participants are treated respectfully and that any individual information is confidential. Before data collection had commenced, ethical approval was obtained from the Social and Behavioural Research Ethics Committee (SBREC) of the Flinders University of South Australia. In addition, the National Statement on Ethical Conduct in Human Research states that research conducted in countries other than Australia must be aware of the participants’ issues, beliefs, customs, and cultural heritage (Commonwealth of Australia, 2007). These aspects had been carefully taken into consideration. Informed consent, privacy, confidentiality, and accuracy are the major guidelines for addressing ethical issues (Christians, 2011). The information sheet and consent form are both composed in *Bahasa Indonesia*. It is acknowledged that the process involves power and authority on behalf of the researcher (Ali & Kelly, 2004); however, the sensitivity of local context was a significant consideration for analysing and presenting the data. Some data is not shared publicly, as per participants’ requests.

CHAPTER 4: REVIEWING THE CONVERSION

This chapter presents the first of the conclusions highlighted in three chapters; it investigates the participants' experiences of the IKIP's conversion. By focusing on their accounts – their ways of describing the conversion and the key things they emphasise as important – we are able to understand the key discourses on teacher professionalism shaped by and shaping the modernisation of the Indonesian higher education system, particularly the teacher education program.

By viewing this matter through a post-structuralist lens, we focus on language and understand the contestation of meaning, how it translates into practice, policy, or cultural disposition to reform, which is central to understanding the bio-politics of teacher education. This chapter's principal concern is to identify the kinds of subject positions and associated discourses of teacher professionalism that shape the conversion of IKIP Ujung Pandang into UNM. In turn, this provides an awareness of barriers and permissions that shape the field of teacher education reform in Indonesia.

The data is analysed to present the disposition of teacher quality and teacher education programs in a framework of national policy. This involves exploring the context of the policy and the conversion, in order to gain deeper understanding of why the policy is produced.

Conducting Genealogies

Two documentary resources are used to conduct the genealogies in relation to the conversion. The first one is the implementation report from the World Bank regarding the Secondary School Development Project, conducted during 1996-2001. This document is considered relevant to this study since the conversion occurred within this project's timeframe. It provides the context in which the conversion occurred. In particular, one of the project's components regarding preparing the wider mandate of IKIP. The second document used is a policy on the subject of the conversion – Presidential Decree 93/1999, the decree on conversion of IKIPs into universities.

The World Bank Report

The conversion of 11 IKIPs into universities, including IKIP Ujung Pandang, occurred in the late 1990s; at the same time, the World Bank conducted a project called 'Secondary School Teacher Development in Indonesia'. The project was funded by the World Bank and received approval in 1996. The project aimed to improve the quality of the teaching and learning process in Indonesia's secondary schools; it effectively commenced in 1996 and ended in 2001 (World Bank, 2003). Press Release No. 96/18/EAP regarding the project's approval states:

The Secondary School Teacher Development Project will help Indonesia, a country with more than 11 million secondary students, to meet its educational challenges. Skills of secondary-school teachers will be upgraded and improved training will be introduced for 25,000 new secondary school teachers annually. (World Bank, 1996)

It also states that the project will improve *the quality of secondary education* by:

1. Improving pre-service and in-service teacher education;
2. Strengthening linkages to secondary schools;
3. Raising qualifications of teacher educators;
4. Building educational research capacity; and
5. *Preparing for a wider mandate, the conversion from IKIP to university.*

In regards to the fifth component, “preparing for a wider mandate”, it states:

The Government of Indonesia is seeking to upgrade the quality of teacher training institutes through accreditation. The project will initially allow two or three teacher training institutes to develop full university programs and degrees. These models will lead to the conversion to universities of 10 teacher training institutes. Other teacher training institutes will be prepared for accreditation by a task force which will provide them with training in continuous self-evaluation and improvement. (World Bank, 1996)

According to this press release, the project’s main objective was to improve the quality of secondary education in Indonesia. It is also explained that the preparation for a wider mandate related to the desire of Indonesia’s government to upgrade the quality of teacher training institutes *through accreditation*. Furthermore, the initial project allowed two or three teacher training institutes to convert into universities, leading to the subsequent conversion of 11 teacher training institutes.

In 2003, after the project had been completed, the World Bank issued an implementation report. According to the report, the original project objective was to “enhance the teaching-learning processes in secondary schools *through*

the improvement of teacher education in 31 public teacher training institutions”

(World Bank, 2003, p. 2). It also stated that, although the objective highlighted secondary school processes, the project was more focused on teacher training institutions:

What the project appears to have focused on - in both implementation and monitoring – were the kind of factors that higher educator can leverage – change within the teacher training institutions and their processes, including those which take place at schools. (World Bank, 2003, p. 2)

Accordingly, the five components, including preparation for a wider mandate, aimed to improve the quality of teaching-learning processes in secondary schools. And the way to enhance this quality was through the improvement of teacher education programs in teacher training institutions.

For the purpose of this study, two of the five components are discussed. They are: Component 5 – the preparation for the wider mandate, and Component 2 – the raising of qualifications for teacher educators. These components are found to be strongly linked with the changing nature of UNM as an ex-IKIP after the conversion. The current section focused on Component 5 – the preparation for the wider mandate. The component of raising qualifications for teacher educators will be discussed in the last section of this chapter.

According to the World Bank report, the preparation for a wider mandate aims “to examine, in four teacher training institutions (IKIPs) making the transition to university status, issues of strategic planning, accreditation, and student career planning” (World Bank, 2003, p. 3). Further, it is written:

Originally the project proposed the preparation of two to three IKIPs for future conversion to universities. Four IKIPs were

selected to participate in conversion to university status with support from the project. Institutions preparing for conversion were to provide graduates with three types of competencies: **vertical** – the ability to teach at lower and upper secondary levels; **horizontal** – the ability to teach 2 to 3 subjects; **external** – the ability to compete for employment other than teaching. The time needed to grow and develop into a university was estimated between 5 and 15 years. (World Bank, 2003, p. 8)

This statement clarifies that there are four IKIPs selected for *future* conversion into universities. According to this report, the preparation for conversion requires institutions to provide graduates with three types of competencies. Two of these are related to teaching (vertical and horizontal competence), while the third one (the external competence) is to provide graduates with the ability to work in a field other than teaching. The third competence, in particular, implies that these IKIPs are expected to administer programs other than teacher education, programs that allow their graduates to compete for jobs other than teaching.

The next section of the report states:

As IKIPs came to recognize the status improvement connected to this conversion they all applied for and were granted the permission to convert during the project period. This process was accelerated by a Presidential Decree in support of the conversion in 1999. (World Bank, 2003, p. 8)

This statement tells us that, due to the relationship between status improvement and conversion, all IKIPs apply for permission to convert into universities. This conversion was accelerated by the 1999 Presidential Decree. Thus, it can be said that the idea of conversion of IKIP into university was influenced by this World Bank project.

The Presidential Decree No. 93 Year 1999

1. How the Problem is Represented.

Presidential Decree 93/1999 is the official document issued by the Government of the Republic of Indonesia regarding the conversion of six IKIPs into universities, including IKIP Ujung Pandang. According to Bacchi (2009, p. 1), since policy is about proposing change, it is its nature to “contain implicit representations of ‘problems’”. In this study, this Presidential Decree is used in order to understand the “particular sort of problem” represented in this policy (Bacchi, 2009, p. 1). This research aims to see how, in relation to the conversion, the Institute of Teacher Training and Education (IKIP) is represented in that policy as the primary document regarding the conversion.

The first section of the decree comprises the reasoning behind the conversion. According to the decree, there are two considerations behind the conversion:

- a. That to improve the quality, relevance, efficiency, equity and accountability of higher education across the country, the higher education institution’s performance needs to be improved, in particular the Institute of Teacher Training and Education (IKIP).
- b. That in line with the matters referred to in point (a), it is deemed necessary to issue a Presidential Decree on the amendment of the Institute of Teacher Training and Education (IKIP), (President of the Republic of Indonesia, 1999b).

Bacchi (2009) suggests that policy is about the creation of 'meaning' which is produced in discourse. Consequently, in order to investigate how meaning is created within a policy, a form of discourse analysis can be used to identify and interrogate the binaries, key concepts, and categories operating within the policy. Moreover, she suggests that policy is filled with concepts which are abstract and relatively open-ended. Hence, a concept will always be contested because it is filled with different meanings. This concept is categorised when the problem is represented in a policy where the governing takes place (see Bacchi, 2009, pp. 7-9).

Accordingly, three main 'problems' are represented in this policy. Firstly, the policy tells us that there is a problem with Indonesia's higher education in terms of quality, relevance, efficiency, equity, and accountability. Although the Presidential Decree states "of higher education across the country", the statement "in particular the Institute of Teacher Training and Education (IKIP)" implies that the higher education problems are with the Institute of Teacher Training and Education. Hence, IKIP is seen as a 'problem' that requires a solution in order to improve the quality, relevance efficiency, equity, and accountability of Indonesia's higher education.

Secondly, in order to solve these problems, it is considered necessary to change the IKIP into a university. Thus, the conversion, the amendment of IKIP, constitutes the teacher training and education program as a 'problem'. In order to generate improvement, something needs to be done with the IKIP. And the solution to this 'problem' is the conversion of IKIP into a university.

2. The University Function

Succeeding consideration is the decision to amend six IKIPs into universities, where *IKIP Ujung Pandang* becomes *Universitas Negeri Makassar* (UNM). Clause 3 of article 1 states that a university is a higher education institution under the Department of Education and Culture. According to the decree, the functions of these new universities include:

- a. To administer programs on academic and/or professional education in several disciplines of Science, Technology, and/or a particular art.
- b. To develop knowledge of education, teacher education, and to prepare academics and professionals in the field of education
(President of the Republic of Indonesia, 1999b, article 2)

The policy tells us that, in becoming a university, UNM should administer programs in several disciplines, besides the teacher education program. It implies that the field of education and teacher education should no longer become the only program administered by IKIP after its conversion. The policy also informs us that, for a teacher education institute, the idea of a university is characterised by the opening of a disciplinary program instead of an education or teacher education program. Further, by undertaking these two functions, IKIP is expected to improve in quality, relevance, efficiency, equity, and accountability.

University as a ‘Solution’

Blackmore and Lauder (2005) suggest that policy studies are about how and why certain policies come to be developed within a particular context. They argue that a policy could be considered as a discourse, a political decision, a program, or even an outcome. According to Jacobs (2010), a discourse establishes regimes of truth that determine the acceptable formulation of a problem and its solutions. Investigating the context of the policy allows a better understanding of how the ‘problem’ came to be represented in the policy, in that particular context.

Looking at both the Presidential Decree and the World Bank report, the conversion from IKIP into a university is a ‘solution’ for improving the quality of IKIPs. However, it is unclear how conversion into a university will improve the quality of IKIPs, especially the quality of the teacher education program. According to the Presidential Decree, the conversion aims to improve the quality of higher education across the country. IKIP in this sense is treated within the university hegemony of higher education in Indonesia. Regardless of the characteristics of IKIP as a Teacher Training Institution, the conversion can be seen as a principle of “normalising judgement” (Foucault, 1995), where the characteristic of IKIP as a teacher education institute seems to be ignored. The power of normalisation “imposes homogeneity; but it individualizes by making it possible to measure gaps, to determine levels, to fix specialities and to render the differences useful by fitting them one to another” (Foucault, 1995, p. 184).

This difference is 'problematised' as a cause of the low quality of higher education across Indonesia.

The conversion occurred during the project of the World Bank. The World Bank reported that the conversion aims to improve the quality of the teaching and learning process in secondary schools. It is argued, this World Bank project has created a momentum for the Government of Indonesia to establish the new type of governance to rule and control the population of higher education in the country, especially the teacher education institute. The technology used to rule this teacher education is the Presidential Decree by converting IKIP into a university. Further, the characteristic of university for the teacher education institute is defined in the Decree that should be followed by IKIP in order to be 'recognised' as a University. As a result, through this Presidential Decree, IKIP as a teacher training institute is structured into the discourse of the university idea promoted by the Government. The next section presents how the concept of 'university' is perceived by the University members.

The Meaning of University

This section discusses how becoming a "university" is perceived and translated by the teacher educators. It is argued that the idea of 'university' has never been clearly discussed in regard to the development of a teacher education program, which has been the spirit of IKIP as the teacher education institute. As a result, how teacher education should be developed after IKIP Ujung Pandang is converted into UNM, has received little attention.

Soon after the conversion in 1999, UNM began to open various disciplinary programs. All faculty names were changed by removing the word 'education', except for the Faculty of Education (FIP). The removal of 'education' served to accommodate the status change, where UNM no longer focused only on teacher education. It also shows that disciplinary knowledge will characterise the future development of UNM.

When asked about what 'university' means for IKIP Ujung Pandang as a teacher training institute, the term 'wider mandate' is mentioned by most teacher educators involved in this study. The term 'wider mandate' is, apparently, the same idea as stated by both Presidential Decree 93/1999 and the World Bank. For instance, Idrus (FIP) says:

The conversion means wider mandate, which means that IKIP Ujung Pandang can also produce graduates other than teachers ... the wider mandate has given positive impact to UNM where UNM is now equal to other established universities.

For Idrus (FIP), IKIP becoming a university means wider mandate, where IKIP is now able to produce graduates who can work in professions other than teaching. He also believes that this wider mandate has made UNM, as an ex-IKIP, equal to universities.

According to Wayan, one of the retired participants involved in this study, becoming a university means widening UNM's opportunities to be involved in academic events in areas other than education. He explains:

University means to be able to get involved in academic activities even though the areas are not education ... but the core is still education and teacher education.

Apparently, conversion into a university is not about enhancing the quality of teacher education as the core program of IKIP. Rather, it is about raising the institutional status of IKIP to equal other universities and to widen the academic opportunity of UNM in areas other than education.

Alam (FIP) believes that, for IKIP, the consequence of becoming a university is the opening of academic programs other than teacher education. This is due to features that belong to a university. He states:

University is a type of higher education where a different type of discipline/knowledge is developed. The consequence for IKIP of becoming a university is probably the opening of a non-education program. Perhaps that is the basic understanding of the concept of a University ... for UNM, it is a University but its core is still the field of education.

The statement “for UNM it is a university but its core is still the field of education” implies that, despite the conversion into a university widening the mandate of UNM, Alam believes that education should still be the core of UNM.

This understanding is shared by Arif (FIP), who explains:

In IKIP, the focus is on one particular field, education. By becoming a university, the room is opened to develop knowledge and science in fields other than education.

His response implies that the difference between IKIP and UNM is the type of knowledge developed by them. IKIP is not a university because it focuses on education only. For him, a university means developing knowledge in various fields, not only in the field of education.

Interestingly, while education is believed to remain the spirit of UNM, responses from university members are somewhat indistinct regarding how teacher education should be different after the conversion. Only a few

respondents discuss strengthening research and knowledge (re)production of teacher education as being characteristics critical to a university. In addition, this issue is mainly raised by those participants who teach at the Faculty of Education. They believe that the field of education should be explored and developed further. The interview quotations below represent what should make teacher education different after the conversion.

The field of education should become the core of academic authority when becoming a university... there is no problem that IKIP becomes university, but the field of education should be explored. (Sandi, FIP)

After reading the Presidential Decree about the conversion, he says:

*The word 'to improve' means that the perspective, the insight, of the education and teacher education becomes wider, becomes universal...whatever the concept is, knowledge of education as a field should be strengthened. It should be stronger than before, because it has already become a university. So, when we talk about teacher education, it should be based on knowledge of education. Curriculum should be based on educational knowledge; the **end** is the teacher education. (Sandi, FIP)*

For Adi (FIP), the difference between UNM and IKIP Ujung Pandang lies in knowledge (re)production. He explains:

Well, it is supposed to be different in terms of the depth and the span of the academic studies. However, there has been a tendency for the change to focus on broadening our knowledge only... we did not strengthen our research to improve our knowledge and expertise.

The need for UNM to do more research was also raised by Dani (FIP). He states:

... of course, after becoming a university, UNM should be ready to do in-depth exploration in the field of education. This is, of course, not only about researching the field; it is also about how to use those studies within the field itself.

Post structuralism-argues that knowledge is produced through discourse. There has been emerging discourse on what 'university' means for IKIP. This knowledge discourse lies between the wider mandate and the establishment of a university of education. It can be argued that this knowledge discourse emerged due to the political context, which is shaped not only by the cultural capital they hold, but also by the political context of 'higher education' in Indonesia.

Consequently, two key issues had emerged regarding what 'university' means for IKIP – namely, the opportunity to open new programs in areas other than education, and the need to strengthen and deepen studies in the field of education as the business core of IKIP. It can be argued that these discourses emerged due to university-specific features and unique characteristics of IKIP as a teacher education institute. According to Thomson (2012), higher education consists of positions occupied by agents. These positions are formed and influenced by their *habitus* (Deer, 2003) and their capital (Bourdieu, 1986). Becoming a university can be seen as a “competitive game of field of struggles” (Maton, 2012, p. 53), where UNM expects to form its position inside the field in order to 'play the game' within. Due to the political context of higher education in Indonesia, the defined features of a university should be accommodated and should shape the way UNM responds to its new status. Moreover, since UNM's underlying practices are in the field of teacher education, the *habitus*, the meaning of university is defined as a wider mandate; education, however, should still be the core.

Some of the academic staff highlight the need to strengthen scholarly knowledge in the fields of education and teacher education. Unfortunately, the field of teacher education does not really fit with what constitutes 'university' in the context of Indonesia. As Bourdieu (1986) argues, the institutionalised form of capital, in this sense a university, attempts (in varying degrees) to inculcate a *habitus*, "the principle of which is congruent with the dominant principles of the various fields in which capital exists in its objectified forms" (Moore, 2012, p. 103). For UNM, a wider mandate is critical to increasing its cultural capital in the field of the 'university'. Those with a well-formed *habitus* are in a place of higher cultural capital (Moore, 2012, pp. 98-100), which will allow UNM to be recognised as a university.

The conversion required UNM to form a new capital in order to fulfil its role as a university. Hence, a wider mandate, the opening of a disciplinary program, can be seen as configuration of a new capital that will position UNM as equal to established universities. These disciplinary programs can also be seen as important characteristics that will distinguish UNM from IKIP Ujung Pandang. Thus, 'field' can be understood as a "means of production of symbolic capitals of different types and the regulators of the social distribution of those capitals" (Moore, 2012, p. 101). Through the formation of this new capital, UNM is able to maximise its position as a university in the context of higher education in Indonesia.

University as a Form of Governmentality

In Indonesia, the difference between institute and university is based on the variety of faculties administered by the higher education institute. According to the Presidential Decree 1999/60 regarding higher education in Indonesia, institutes organise academic and professional education in a **particular discipline**, while universities administer academic and professional education in **various disciplines** in areas of science, technology, and art (President of the Republic of Indonesia, 1999a, article 6, no. 5). Further, the difference between academic and professional education is defined by academic and practical knowledge, respectively.

From the Foucauldian perspective, higher education in Indonesia is classified through various disciplines that create discursive practices which govern their practices in higher education. This classification has created what counts as a university and what constitutes an institute. As a result, higher education becomes a subject characterised by a particular set determined by the government, in which UNM becomes normalised to other universities. Through this form of regulation, IKIP Ujung Pandang was governed during the conversion, which requires the institute to fit with the government-defined criteria of a university.

The Presidential Decree tells us that there is no difference between IKIP and UNM in terms of academic and professional knowledge. What makes IKIP different from a university is that it administers one particular discipline: teacher education. Other education institutions are called universities because they

administer various programs from different disciplines, such as science, engineering, and social sciences. The discourse emerges when the idea of converting IKIPs into universities is associated with improvement in quality at IKIP in particular, and of higher education in general. How is conversion into a university going to improve the quality of IKIP and the quality of the teacher education program?

This research argues that the idea of ‘university’, as proposed by the government’s policy document, has already been distorted. If we consider the Presidential Decree on higher education in Indonesia, IKIP is supposed to be similar to other universities in terms of developing academic and professional knowledge. The only difference is that IKIP administers one particular discipline, education, while other universities administer various disciplinary studies. Consequently, the conversion into university is translated as a wider mandate required by IKIP Ujung Pandang to widen its focus and to administer disciplinary programs other than education and teacher education. It is a practice that is “guided by pragmatic circumstances – whatever role these elements may actually play – but possess up to a point their own specific regularities, logic, strategy, self-evidence and ‘reason’” (Foucault, 1991c, p. 75) as the impact of particular ‘regimes of practices’.

Summary

With the Presidential Decree as the primary resource, this chapter has examined how the ‘problem’ of teacher education is represented in the policy. Furthermore, it has investigated how the conversion is perceived by the

academic staff at the university. Although the aim of conversion is to improve the quality of IKIP from the academic perspective, the conversion does not necessarily present as a way to improve the quality of the teacher education program. Rather, it is seen as an opportunity to widen the educational service offered by UNM. Also discussed is the emerging discourse on what 'university' means for IKIP as influenced by the political context of higher education in Indonesia and by the existing cultural capital held by UNM as an ex-IKIP. In order to be characterised as a university, the defined features promoted by the controlled body should be accommodated. At the same time, UNM is required to form new capital in order to maximise its position in the field of a university, in the context of higher education in Indonesia. The next chapter will discuss the (de)construction of teacher education after becoming a university.

CHAPTER 5: THE CONSTRUCTION OF TEACHER EDUCATION

This chapter discusses the changing nature of the teacher education program after the conversion. The focus is on how the conversion affects the teacher education program, the core program of UNM when it was still IKIP. It begins by investigating how the conversion affects the social status of IKIP after becoming UNM. Next, it examines how the conversion is experienced by the academic staff in their work as teacher educators. Further, it considers how the identity of teacher educators is constructed in response to becoming a university. Finally, it explores how the conversion shapes the existing structure and curriculum practice of teacher education following the conversion.

Raising the Social Capital

This section draws on interview responses regarding the conversion of IKIP Ujung Pandang, a teacher education institute, into university-based teacher education. It examines how becoming a university is perceived as a way to raise the social status of IKIP Ujung Pandang; that becoming a university increases the social capital held by UNM as an ex-IKIP.

Most of the study participants believe that a teacher education institute had been perceived as a 'low class' institution because it produces only teachers, a profession considered 'lower' in comparison with other professions, such as doctors, engineers, or lawyers. According to Alam (FIP), IKIP seems to be treated as a second class institution compared with a university. A university, therefore,

becomes symbolic for increase the status of teacher education. Idrus, who teaches at the Faculty of Education (FIP), says:

The basic idea is to create equality among higher education Institutions. IKIP has been seen as a small institute because it only produces teachers... It is basically to make IKIP equal with other established universities, so that IKIP won't look as a 'small' Institute.

During the interview, he mentioned several times how IKIP had been positioned as a 'small institute'. A similar idea is addressed by Ari, who also teaches at the Faculty of Education. He explains:

In the past, we used to be considered as a second class institute because IKIP produces teachers only. We are known as a School of Teachers. Also in the past, most of the teacher educators are also IKIP graduates. It is considered that their knowledge is insufficient. We were assumed to be good at teaching methodology but to have low knowledge of subject matter. But I think the education policy at that time was characterised by the background of the policy maker: a scientist. They are not teacher educators so they see education from a science perspective.

From these responses, the conversion of IKIP Ujung Pandang into UNM is perceived as a way to increase the institutional status of IKIP as a teacher education institute. The statement "because we only produce teachers" mentioned by participants implies that the teacher occupation characterises the institutional status of IKIP. By converting into UNM, the status of IKIP Ujung Pandang is raised, making it equal to other established universities.

According to Adi (FIP), the conversion into university has increased the pride of university members. He says:

The teaching profession was positioned as a low status profession, compared to other occupations. Hence, by becoming a university, it raises the pride of the institution; it increases the pride of all

university members, including the academic staff and the students.

He believes that the inferior feeling emerges because teaching is seen as a second class profession. Fadil, an academic staff member who teaches at FMIPA, says:

When we were still IKIP, there was a kind of perception in the community that IKIP was a second class institution. Perhaps by changing into a university, we become equal to other established universities... students of IKIP will also feel that they are equal to those of other universities.

Being IKIP is also considered to influence the role of teacher educators, limiting their opportunity to participate in wider academic events in the country. The chance to participate in knowledge-sharing and discussion with other academics from different disciplines was found to be limited due to the characteristics embedded in them as teacher educators only.

Wayan, a retired teacher educator, explains:

At that time, we were considered as those who could talk about education only in a limited scope. By becoming a university, the academic staff of UNM could involve in seminars and meetings when the topic is not about education....we want IKIP to also be involved in other fields, not only education. The knowledge development and the scope of research is very limited, focusing on education only.

The interview shows that the conversion is not necessarily perceived as a means to improve the quality of IKIP. Rather, the conversion is seen as a way to raise the institutional status of IKIP to equal to a university. The conversion can be understood as a means to strengthen the social capital held by IKIP in the field of higher education in Indonesia. Social capital is “the aggregate of the actual or potential resources which are linked to membership in a group, which

provides each of its members with the backing of the collectivity-owned capital, a “credential” which entitles them to credit, in the various senses of the word” (Bourdieu, 1986, p. 111). Through the conversion, UNM would belong to a collective group called ‘universities’, which entitles it to act according to that group’s criteria. Accordingly, the conversion is a “product of investment strategies, ... aimed at establishing or reproducing social relationships that are directly usable in the short or long term” (Bourdieu, 1986, p. 112).

The conversion into UNM is expected to not only raise the institutional status for UNM as an ex-IKIP. It will also expand the opportunities for academic staff, as members of a university, to contribute and become involved in the academic field of activities. These academic staff do not necessarily work as teacher educators only, but also as university lecturers. However, being credited as university lecturers in the context of Indonesia requires UNM academic staff to form new identities. This issue will be explored in the following section.

Constructing Teacher Educators’ Identity

Foucault argues that a university, with its associated characteristics, is a form of disciplinary institution developed to further legitimise the exercise of power (Foucault, 1980). This disciplinary institution “organize[s] physical space and time with activities that have been developed over time to change people’s behaviour along a number of parameters” (Marshall, 1990, p. 15).

As part of the preparation and consequences of becoming a university, the academic staff are encouraged to pursue their masters and doctoral

programs in the area of pure discipline. By having undergraduate and postgraduate qualifications in education and specific disciplines respectively, they are expected to teach in both teacher education and disciplinary programs. Most teacher educators believe that this strategy has given them an additional workload and has created *bias* in their professional career development.

Romi, an academic staff member who teaches at FMIPA, believes that this scheme has diminished the quality of the academic staff. He says:

It has strongly impacted on our work as the academic staff.... There were many academic staff who have good qualities in the field of education, even our colleagues who come from education. They pursue their postgraduate qualifications in the area of pure discipline ... but they lost their quality, both in doing research and in their ability to deepen their knowledge in education, because they are already divided between education and non-education. The impact is we are half in education, and also half in non-education.

After the conversion, many of the academic staff at FMIPA have to teach in both teacher education and disciplinary programs. Romi says:

For us, the additional task to teach in two different programs has made our job become more complex. We now have to divide our focus between two different programs.... how to improve the quality of our student teachers, and how to also produce good quality of students of the disciplinary programs.

According to him, there is ambiguity in research conducted by the academic staff. Most of the FMIPA academic staff teach and research in two areas, teacher education and science. It is difficult to identify the expertise of these academic staff.

If we ask the academic staff: "Which one is your home base? Are you in the teacher education program or in disciplinary program?" They will say: "I am in a disciplinary program". But when we look at their research and publication, most of it is about education...

so research is not about knowledge production, it is about “just” doing the research as part of their task as academic staff.

The strengthening of disciplinary knowledge has been considered to limit the academic staff's opportunities to deepen their knowledge in the field of education and teacher education.

Wira, a retired teacher educator who previously taught at FIP, says:

In the past, we focused on education, but because of the conversion our focus has shifted... sooner or later, the future orientation will not be education anymore... there have been decreasing numbers of the academic staff who deepen their knowledge in the field of education since the conversion... We lack academic staff who focus on and study teaching and teacher education in depth.

In addition, this strategy affects not only the work of academic staff. It also impacts on the teacher education program since the number of teacher educators who deepen their knowledge and expertise is decreased. Fadil (FMIPA) explains:

As an academic staff, we do not focus anymore. We now have to teach for both education and non-education programs. We have more students as well. Most of our postgraduate qualifications are not in the field of education. We take science. Now, we only have two academic staff, who have their masters and doctorate degree in science education. They are almost retired.

Fadil is one of the academic staff who pursued a master's degree in disciplinary knowledge. His undergraduate qualification is Bachelor of Education (Science). In regards to his qualification, he says:

To be honest, I have always been in favour of education. My passion is in education, not in science. If only I had that opportunity to choose, I would want to do education. But by that time, we may not study education.

According to him, the shifting focus has also influenced the type of research conducted by academic staff.

My research is divided between education and science, depends... Later, I am not sure whether I want to focus on teacher education or science as my expertise. I have been forced to be a scientist, because in the official data I am listed as a science lecturer. But my passion is education... I do research in both fields ... I am not the only one... there are many others are like me.

Furthermore, these mixed qualifications have caused ambiguity in the academic staff's professional careers.

Dani, an academic staff member who teaches at FIP, says:

I did my masters degree in non-education ... now, if I want to pursue my doctoral degree, which area do I have to take, education or non-education? It has become more confusing since recent policy requires academic staff to teach in areas based on their educational background... If I take education, it is not connected with my masters qualification. But if I take disciplinary knowledge, I have to move to another faculty that focuses on disciplinary knowledge.

November 2010 data on academic staff qualifications shows that 34 out of 150 postgraduate qualifications of FMIPA academic staff are in the field of education (Biro Administrasi Umum dan Keuangan [BAUK], 2010). This means that the comparison between those who studied education and disciplinary knowledge in their postgraduate degrees is 23% and 77%, respectively. Thirteen out of the 34 are doctorates in maths/science education. The rest are in areas of pure discipline. Fifty-eight out of 166 academic staff at FIP are masters of education, with 15 holding a doctorate in education in various areas. Table 2 provides a summary of academic staff qualifications at both faculties.

Table 2. Academic Staff Qualifications at FMIPA and FIP, November 2010

Education Level	Faculty of Mathematics and Sciences		Faculty of Education	
	Maths/Science Education	Pure Maths/Science	Education	Disciplinary Knowledge
Bachelor	9	6	28	1
Masters	21	100	61	59
Doctorate	11	16	15	2
Total	41	122	103	63

(Source: BAUK, 2010)

At FMIPA, there are more postgraduate qualifications in a particular discipline than those in education. Although the doctorate degree numbers are quite similar, most of the doctorates are in the area of mathematics education (seven academic staff). The rest are in chemistry education (1), Physics Education (1), and Biology Education (6).

Subject Positioning

The research data shows how conversion into university has transformed the academic subjectivity of the UNM staff (see Foucault, 1982). The conversion has led to the construction of new teacher educator identities in order to fit with the university characteristics. The conversion manifests as a mode of classifications/divisions (Rabinow, 1984), where university lecturers are different from teacher educators. This identity needs to be constructed, since IKIP as a teacher training institute is different from a university. Different types of higher education means different forms of identity. Therefore, the identity of teacher educators needs to be constructed to conform to the new identity which

characterises university lecturers. Accordingly, this identity is characterised by educational qualifications in the field of disciplinary knowledge.

At FIP, the focus is on education; hence, it is interesting to see large number of masters degrees in non-education areas. This does not mean that these are not relevant to educational studies. However, it implies that the idea of 'university' is strongly characterised by disciplinary knowledge. How these resources contribute to enriching both theoretical and practical knowledge in the field of education still needs to be investigated, especially since education in the context of FIP and UNM in general is strongly linked to school contexts. As Hayhoe (2002) suggests, it is still rare to see a development of fields in the area of adult education (training of trainers) or a strengthening of educational research based on a particular discipline, such as Sociology or Philosophy. These issues are also raised by numerous research participants. The scope of research in the field of teacher education still focuses on improving their own practice without necessarily including social, political, or cultural aspects. It is possible that an increasing number of teacher educators with pure discipline backgrounds forms part of the requirement of becoming a university.

Adi, a retired participant who taught at the Faculty of Education, provides critical comments on the current situation of academic staff qualifications:

The conversion has made the management of the institute become more complex. Many of the academic staff, in their head, they are teachers, not scientists. If we look at the qualifications of our academic staff, it's so mixed. The expertise is not clear. How to manage this? The academic staff in the faculties of disciplinary knowledge, their knowledge of particular discipline is half, their knowledge of education is also half. That's what happened.

This research argues that the importance of disciplinary knowledge overshadows the future development of teacher education, the root of IKIP as a teacher education institute. In fact, it has not led to an improvement of the teacher education program, instead gradually diminishing its quality. After the conversion, most of the academic staff should teach in two programs: teacher education and the disciplinary program. At the same time, the types of research conducted by academic staff also vary. In terms of their roles as university-based teacher educators, these complex roles create issues not only for the teaching and learning process at the classroom level, but also for their professional identity and future careers as university scholars. Perhaps, the concern raised by Hayhoe (2002) is that, following conversion into university, the quality of teacher education is linked to the position and the degree of autonomy held by a teacher education program (see also Maton, 2005).

Furthermore, Hayhoe (2002) suggests that, without a high degree of autonomy, teacher education will be in danger of weakening its excellence in preparing teachers, which is strongly orientated towards professional practice and integrated learning with links to schools and actual teaching work. She argues that the lack of autonomy of teacher education could easily move resources from education to other fields. In addition, the shifting orientation, where the university develops programs in both pure discipline and teacher education, is likely to have a strong academic orientation and drive the research into major disciplines other than education (Hayhoe, 2002, p. 17).

Studies of teacher educators after the transition to a university are mainly concerned with the conceptualisation of their academic work as teacher educators and researchers (see, for example, Chetty & Lubben, 2010; Ellis et al., 2012; Robinson & McMillan, 2006). In terms of knowledge, teacher educators are characterised as having practical knowledge, since their job is to prepare teachers; they instruct student teachers how to teach. In terms of scholarly knowledge, the researcher's role is considered to be distinct from the work of teacher educators.

In the case of UNM, becoming a researcher is, apparently, not a distinguishing feature of the academic staff. Conducting research has been part of their work as teacher educators; it is the type of discipline that shapes this identity. As a result, the field of expertise of UNM academic staff becomes ambiguous, which could diminish not only the quality of the teacher education program, but also the quality of research in the field of teacher education. The participants have implicitly broached this tendency; in turn, it may downsize the teacher education program at UNM.

Some would argue that the increasing number of academic staff with masters and doctoral degrees in particular disciplines would improve the quality of teacher education at UNM in terms of subject matter knowledge. Yet, as chapter 2 has presented, preparing teachers is not only about strengthening the subject knowledge. It also involves complex issues that require a response by institutions that prepare teachers.

Unfortunately, the various types of teachers' knowledge can be left undiscussed if teacher educators have limited opportunity to explore the field of teacher education itself. In addition, the changing character of academic staff may weaken their position as academic scholars. This ambiguity creates disjunction and limits opportunity for the academic staff to strengthen their expertise and decide which area they want to explore. In fact, the changing discipline, the additional teaching load, has created an identity crisis for many of the academic staff, whether they are teacher educators or not.

The Shifting Focus

The conversion of IKIP Ujung Pandang into UNM has generated debate on the nature of UNM as an ex-IKIP. Most of the participants believe that the conversion has established ambiguity for UNM. Due to the limited resources available, many believe that the opening of a disciplinary program has created a burden for the university. One of the main concerns is that the conversion will diminish the teacher education program; this is because the idea of becoming a university is mainly perceived as strengthening the disciplinary programs, while the teacher education program receives little attention. Moreover, the policy to strengthen subject matter knowledge by enabling the academic staff to pursue postgraduate studies in particular disciplines is believed to affect both the teacher education program and the academic staff's professional careers.

According to Dani (FIP), the conversion has caused UNM to have an unclear vision. He believes that the conversion creates ambivalence for UNM:

The vision of UNM has become unclear. The reason I said that is because UNM wants to develop both education and non-education with the same resources, the same academic staff, with limited infrastructure.

UNM does no longer focus on educational issues, while the issues on education require special and deep thinking, doesn't it?.. what the issues are, why and how education should be developed in the future.

For Hendra (FMIPA), the opening of a disciplinary program can diminish the quality of a teacher education program:

It has negatively impacted on the teacher education program due to the additional workload. At that time, we have to manage two different study programs with the same resources, the same academic staff, the same facilities, the same laboratory, and the same financial sources. Thus, actually, the learning quality of our teacher education program could not be better than before.

The same issue was raised by Romi (FMIPA):

For us, the additional task, due to the opening of non-education program, has made our job as academic staff become harder. Our focus is divided into two, teacher education and non-education programs. We are required to improve the quality of our teacher candidates, but at the same time we should also improve the quality of the non-education program, while the allocated funding is not changed. The allocated funding is still the same: there is no significant change.

In the interview, Romi had stated that, a few months before the conversion, he had an opportunity to attend a session about how practice at UNM will change following the conversion. According to him, the conversion focus was only on how UNM should respond in terms of opening a disciplinary program. He explains:

When the idea of conversion was exposed, there was a big question among the academic staff about the non-education program... One of the biggest concerns at that time was we would lose both: our ability to be excellent in the field of education and

fear of being left behind in developing disciplinary programs. There has been no indication that the conversion will require massive changes in human resources, support facilities, and the subsequent creation of a new academic atmosphere. We never talked about it. The only thing we talked about was the administering of a non-education program.

As for the academic staff at the Faculty of Education, although the conversion does not really affect their work as teacher educators, their main concern is that UNM loses its focus, leading to a weakening of the teacher education program. Following are some quotes from Adi, one of the retired participants involved in this study.

In the past, the members of IKIP only prepared students to work as teachers at school. Now, they have a new vision that the alumnae could work anywhere they want, the same as graduates from other universities. But in terms of knowledge development, I think there are no significant changes. We remain the same and continue to be superficial in exploring our discipline... especially for knowledge of education. If it's not improved, it becomes stagnant, or even decreases to some extent in some faculties.

When asked how he came to that perception, he states:

Knowledge about teaching as a profession has been weakened. In my opinion, we tend to ignore how to develop teachers' attitudes and behaviour. Each profession has its own character, including teachers. Now, we lose that.

When it was still IKIP, teaching practice was intensively done. Currently, it is done massively, which surely loses its depth. We used to produce teachers who have character as teachers. They are not perfect, but they have the character as teachers, characters as professional teachers. We lost that.

Further, he believes that the degradation of the teacher education program began to occur after IKIP Ujung Pandang converted into UNM.

I think the degradation began after the transition. Perhaps, we are not aware of it... or because of our emotionality about becoming a university. This emotionality seems to erode our idealism, the

idealism of our teaching profession. I still remember, one of the educational experts tried to warn us to think carefully about the impact of this transition. The opening of non-education programs will certainly impact on our management system.

Hendra (FMIPA) believes that becoming a university is like changing the status only, from a teacher training institute to a university. He states:

We do not even have that sense of teacher education. Our core business is blurred. It's like teaching educational content, but not preparing the student teachers to be professional teachers... we only give them knowledge but not showing them how to apply the knowledge.

This quote shows that, instead of improving the quality of teacher education, the conversion was found to weaken not only teacher education, but also the pure discipline program, the program that characterises UNM as a university. The teacher education program diminishes as resources become shared or even shifted to other fields. Moreover, the opening of a new program has actually neglected the *habitus* of UNM as an ex-IKIP. Further, the social practices that had been inherent at UNM as an ex-IKIP are forced to change in response to the new university status. In short, conversion into university has increased the capital of UNM through the opportunity to administer disciplinary programs. At the same time, however, it has weakened its cultural capital in the field of teacher education.

Foucault (1995, p. 138) argues that discipline produces subjected and practiced bodies, 'docile' bodies. He suggests that bodies are shaped and manipulated through a set of regulations. These regulations are used to control and correct the operations of the body. The conversion is a 'mechanics of power', where UNM as a former IKIP operates and organises based on the

university features developed by the government. The conversion of IKIP Ujung Pandang into UNM is considered to weaken the teacher education program, since UNM is required to administer a disciplinary program as part of becoming a university. Foucault (1995) argues that discipline both increases and diminishes the power of the body. It increases UNM's capacity through the opening of the disciplinary program, while diminishing its strengths in the teacher education program.

It is also significant to note the statement from the World Bank regarding the conversion's impact on a teacher education program:

The wider mandate was never well connected to the project objective of fostering better teaching and learning in secondary schools except in a negative sense – converted training institutions were at risk of losing their motivation and capacity for excellence in teacher education. (World Bank, 2003, p.3)

Curriculum after the Conversion

This section discusses the conversion's impact on a teacher education curriculum, particularly for mathematics and science education. The focus is on how the discourse on teachers' knowledge is constructed and narrowed to teaching a particular subject.

Teachers' Knowledge Discourse

The previous section has discussed that the conversion is not necessarily perceived as a way to improve the quality of teacher education. However, by changing into a university, UNM is expected to improve the quality of its graduates. Since FMIPA is responsible for producing mathematics and science

teachers, its curriculum is driven towards enhancing content knowledge. This is likely a response to the issue of low teacher quality, as described by MOEC (see Nielsen, 1998).

Following the conversion, the FMIPA teacher education curriculum was restructured to give subject knowledge a bigger allotment than educational topics. The curriculum for both teacher education and a disciplinary program for the first six semesters are designed to be the same. The assumption is that, by having the same curriculum, the quality of mathematics and science teachers will improve. The difference between the two programs is in the educational topics taken by education students in their last two semesters.

Recently, the number of units required for the Bachelor of Education program was 145-148 units – about 50 topics. Of these, about 12-15 topics (45-50 units) are represented as teachers' knowledge that characterises the teacher education curriculum. The rest are topics also taken by students of a disciplinary program. Four of the topics are defined as basic education topics: *Introduction to Education, Teaching and Learning, Learners' Development, and Teaching Profession*. Table 3 provides the list of teacher education topics at FMIPA. The list is taken from the Mathematics education program as an example.

Some believe that the new curriculum is better because it is the same as the pure discipline program. For instance, Arfan (FMIPA) states:

We now have no problem with the content. ... Imagine, our curriculum for the first 6th semester is already similar to those of well-known universities [mentioning three leading universities in Indonesia].

For Arfan, having the same curriculum as a discipline program will solve the problem with content knowledge. It also implies that content knowledge for mathematics/science teachers should be the same as that of a pure discipline.

Table 3. List of 'Education Topics' of the Mathematics Teacher Education Curriculum

No	Mathematics Education
1.	Introduction to Education
2.	Teaching and Learning
3.	Learners' Development
4.	Teaching Profession
5.	Philosophy of Mathematics Education
6.	Mathematics for Senior Secondary School
7.	Mathematics Teaching and Learning Strategies
8.	Research Methodology for Mathematics Education
9.	Developments of Mathematics Teaching Program
10.	Mathematics Workshop (Curriculum and Lesson Plan)
11.	Mathematics for Junior Secondary School
12.	Problems in Learning Mathematics
13.	Assessment of Mathematics Learning
14	Field Work Experience

Source: (Biro Administrasi Akademik Kemahasiswaan [BAAK], 2007)

The notion of the need to improve subject matter is mentioned by participants from both faculties. However, it appears that 'subject matter' is defined differently. It is rarely mentioned what subject matter is required for secondary teachers, mostly referring to subject matter that belongs to a pure discipline. The general assumption is that IKIP Ujung Pandang is good at pedagogical aspects, but fails to prepare teachers with good subject knowledge.

For instance, Alam (FIP) says:

As far as I know, the expectation to become a university is for strengthening the content knowledge... IKIP was assumed to produce teachers who are capable of delivering a lesson but what they delivered was considered to be insufficient... therefore the choice is to convert IKIP into university.

When it was still IKIP, the pedagogical aspects of the curriculum were very strong. Now, after becoming a university, it is the content knowledge that becomes critical.

According to Alam, university is considered as a way to improve the quality of content knowledge. The issue of content knowledge was also raised by Romi (FMIPA):

At that time there was an assumption that our graduates were only good at teaching, but they are not good enough at subject matter knowledge... and they think that changing to a university is the answer.

Romi is one of the academic staff who challenges the idea of becoming a university as an instant policy. According to him, the idea of enhancing subject matter knowledge is actually promoted by a group of mathematicians and scientists. He believes that the quality of teachers in terms of subject matter knowledge is being assessed as that of a scientist. According to him, this results in mathematics and science knowledge being assessed from a science perspective, rather than on what content knowledge is required to be a secondary school teacher.

The assumption that teachers have low subject knowledge is doubted and rejected by some participants. They also disagree with the scheme to change the curriculum towards a pure discipline. They argue that there are differences between preparing science teachers and scientists. Adi, a retired academic staff member, who taught at FIP, says:

Well, that's what university said about IKIP. I doubt it. In my opinion, we are preparing teachers, not scientists; the knowledge content should be different. With the students of mathematics education, for instance, we are not preparing them to become a mathematician; we are preparing them to become mathematics teachers for either primary or secondary education. If they want to be a teacher in secondary education, for example, the subject matter knowledge should be on mathematics for secondary education. Their expertise is on how to teach mathematics. So, it's about teaching mathematics, not about mathematics as a science.

This issue is also challenged by Anwar, who teaches at FMIPA:

Our quality is not low. I think people look at it from our curriculum... our curriculum is different because we produce teachers... it is different from those of other established universities because their aim is to develop knowledge.

Fadil (FMIPA) believes that there is nothing really new in the educational topics after the conversion. He realises that the strengthening of subject matter knowledge would actually weaken the students' pedagogical knowledge:

We tried to strengthen the subject matter knowledge but we lost the curriculum for secondary schools... I remember, when I became an examiner on the student project, I asked them about some chemistry for secondary level. They found it hard to answer. They knew about the chemical reactions, but the basic concept for secondary schools seemed to be weak.

Anto (FMIPA) relates his experience in teaching both disciplinary and teacher education programs:

The difference is on the educational topics. In the teacher education program, because it aims to produce teachers, the curriculum is directed to teaching competencies, subject matter and pedagogy.

He believes that the curriculum of science teacher education should be directed towards a school context. He points out that teacher education and disciplinary programs are two different areas. Even though he teaches the same topics, he

drives the curriculum in a school context when teaching in teacher education programs. When asked whether other academic staff do the same, he responded: *"Only God knows"*.

According to Romi (FMIPA), the changing curriculum (where the curriculum for teacher education and disciplinary programs is the same for the first six semesters) could weaken the practical skills required by student teachers to work as teachers. He says:

What happened was, education seemed to be treated as a 'step child' in the university. The conversion has led the curriculum for the teacher education program to be based on the non-education program. By doing that, they claim that the quality of content knowledge of the student teachers is now equal to those of non-education program... it sounds perfect, but we're probably 'destroying' our students.

He explains that, when it was still IKIP, the student teachers learnt content knowledge and how to teach it at the same time:

We do not have that anymore. In the new scheme, after semester 6, they begin to study educational topics. Hence, we don't have the link anymore, between the content and how to teach it... it depends on their local wisdom when they go to school [laughing].

The same concern is raised by Hendra (FMIPA):

We developed the curriculum, but we ended up being influenced to think that it is the content knowledge which is dominant and needs to be improved. This paradigm has been 'spread around', particularly in the Faculty of Science. As a result, our curriculum is a basic science curriculum, about how to improve the content knowledge; if people are good at it, they must be able to teach. In my opinion, teaching has its own sense.

When we talk about teacher education, we only talk about content knowledge and pedagogical knowledge. We rarely discuss about how to produce competent and professional teachers... we never discuss the curriculum comprehensively.

According to Adi (FIP), a design where subject matter is provided for only six (instead of eight) semesters, actually reflects that preparing teachers is different from preparing scientists. He says, *"They are not prepared to become an expert in a particular discipline... they are prepared to become teachers"*.

Following the conversion, the teacher education curriculum at FMIPA was divided into content and pedagogical knowledge. It is believed that this division becomes stronger due to the different attributes attached to universities and teacher training institutes. Subject matter has become a 'major issue' for IKIP, which requires improvement. It also implies that IKIP has no problems preparing teachers in terms of pedagogical knowledge; the problem is what to teach. Accordingly, the quality of being a 'good' teacher is defined by and limited to having good subject matter and pedagogical knowledge only. IKIP as a teacher education institute is characterised as focusing more on technical competence in preparing teachers, while a university is characterised as having a strong disciplinary knowledge. As a result, improving subject matter knowledge has become a 'representation' that contributes to the construction of IKIP as a university, as well as to the construction of a teacher education curriculum. Subject matter knowledge constitutes symbolic capital that characterises UNM as a university.

The Diminishing of Foundational Knowledge

Issues regarding such foundational knowledge as philosophy, sociology, psychology, and history of education also emerged during the interviews. However, these issues were mainly raised by participants from the Faculty of

Education. They argue that the curriculum has been narrowed towards technical competencies and neglects the importance of foundational knowledge in education.

For instance, Alam (FIP) says:

I still remember, at the early stages after the conversion, the plan was to enrich the foundational knowledge for education. In the past, we studied sociology and anthropology; there were many units for those foundational topics. However, that plan was considered to contradict the professional competencies of other study programs.

In his opinion, one of the conversion's effects was that the curriculum of teacher education had shifted towards technical competencies. This has especially occurred at FMIPA. He believes there has been a changing paradigm that education should focus on professional and technical competencies:

If we see teachers now, they are very good at their teaching method. What I mean is, they are good in teaching, but are less capable of understanding how teaching methods can help students' learning. For me, it is the role of the Faculty of Education to address that issue.

Further, he believes that teaching is a complex work. When asked about the existing UNM teacher education program that favours subject matter knowledge, he says:

It can actually cause a problem. We need to improve our curriculum for education topics in the teacher education curriculum. There should more studies on the topics such as Teaching and Learning, Learners' Development, Educational Psychology, Teaching Profession. This should be done by the Faculty of Education since other faculties seem to ignore it.

Another participant, Ari (FIP), also raises this issue. He believes that the teacher education curriculum has been very much driven by technical competencies.

According to him, this shifting paradigm has diminished the foundational knowledge crucial to teacher education:

What we give to our students is fragmentary knowledge, pieces of knowledge. In the past, there were four compulsory topics that had to be learned by all students in education and teacher education. They are philosophy, sociology, anthropology, and psychology. Recently, the topics have been excluded. Our education curriculum is about competence... what we learn is not knowledge; it is more like pieces of knowledge to master the competencies.

Furthermore, he argues that the teacher education curriculum has narrowed towards classroom teaching. He believes that education is about theory and practice. According to him, the current curriculum presents theory only on a superficial level, limiting exploration of the field of education in terms of knowledge.

Similarly, Adi (FIP) addresses the importance of foundational knowledge:

Educational science is an applied knowledge that is based on philosophy, sociology, psychology, and anthropology. I would not recognise the holders of the Bachelor of Education degree if they didn't master that knowledge. For those who graduated from other faculties, their academic title should not be Bachelor of Education... perhaps Bachelor of Teaching.

Teaching is not the work of a technician. This profession requires philosophy; knowledge to understand humanity. The understanding of humanity can be learned through philosophy, sociology, psychology, or anthropology. If we don't understand about humans, we cannot be good educators.

The main concern in these interviews seems to be that the work of teachers has been narrowed towards teaching particular subjects only. These responses reveal that working as a teacher requires a variety of knowledge which can be used to guide or confirm a teacher's work in the classroom. This work is

not only about knowing a particular subject; it is also about knowledge of understanding the field and how to teach. As suggested by Winch (2012), philosophy helps build a conceptual framework for modelling and understanding educational issues. It can also help teachers make their professional judgement. Knowledge of psychology helps teachers improve their practice through the understanding of child development theory (Crozier, 2009). This knowledge is found to be missing from teacher education at UNM, especially after the conversion. It is argued that this positions the teachers' work as that of technicians; this not only devalues the work of teachers, but also weakens university-based teacher education (see Sleeter, 2008).

Subject Matter as Regime of Truth

According to Ball:

The possibilities for meaning and for definition are pre-empted through the social and institutional positions held by those who use them. Meanings thus arise not from language but from institutional practices, from power relations. Words and concepts change their meaning and their effects as they are deployed within different discourses. (Ball, 1990, p. 2)

These discourses not only shape practices but are also “used to legitimate such changes, as the knowledge gained is deemed to be ‘true’” (Marshall, 1990, p. 15).

The present research has argued that subject matter knowledge as a discourse has been treated as a ‘regime of truth’ (Foucault, 1980), which drove the UNM teacher education curriculum after the conversion, especially for mathematics and science teachers. This acceptance of the truth has prevented a

challenge of the view of what constitutes teachers' knowledge that can be translated into the UNM teacher education curriculum. This mentality (see Dean, 2010) has been taken for granted and translated in the forms of curriculum practice of teacher education at UNM. Content knowledge overshadows and ignores such issues as teaching culturally diverse students (Ball & Forzani, 2009; Sleeter, 2008), working with culturally diverse people (Corbett, 2010; Darling-Hammond, 2000), and values and commitment as teachers (McDiarmid & Clevenger-Bright, 2008). Moreover, it ignores teaching activities included both within and beyond the classroom (see Ball & Forzani, 2009).

The list of educational topics shown in Table 2 represents teachers' knowledge that characterises the teacher education program at FMIPA. The example of 13 topics represents what is believed to be teachers' knowledge of teacher education at UNM, and FMIPA in particular. Other topics, defined as 'subject matter knowledge', are considered as knowledge that may enhance teacher quality. As long as the curriculums are the same for subject matter knowledge and the disciplinary program, the quality of the teacher education program will improve.

This research argues that the conversion has caused teacher education to become subject to assessment based on a disciplinary program. Through the conversion, disciplinary knowledge is constructed as a teachers' knowledge that shapes the existing teacher education curriculum. Teachers' knowledge is then narrowed towards teaching a particular subject. Furthermore, the teachers' work has been tapered towards classroom teaching only. As a result, other types of

knowledge are considered irrelevant in their work. In this sense, the view of the teacher as a technician is reinforced and will weaken the teacher education program (Sleeter, 2008). Another overlooked factor is the way that various content knowledge dominating the teacher education curriculum.

Moreover, accepting subject matter as a regime of truth has created 'dividing practices' (Foucault, 1984) that categorise teacher educators as a subject in particular divisions. This division objectifies teacher educators from the two faculties (FMIPA and FIP), which leads FMIPA to play a dominant role in determining what knowledge is important for becoming mathematics or science teachers. As Marshall (1990) argues, subject matter knowledge in this sense has not only been used to shape the teacher education curriculum at FMIPA, but also to legitimise the change of the teacher education curriculum. In fact, this division weakened FIP's role in the teacher education program at FMIPA due to lack of power in terms of subject matter knowledge.

The division between subject matter and pedagogy has consistently structured teacher education (Ball, 2000). According to Ellis (2007), teachers' knowledge of their subject has consistently featured in claims for the professional status of school teaching. Nevertheless, the debate about teachers' knowledge concerns not just subject matter and pedagogical knowledge. There are other aspects of knowledge suggested to be critical for teachers, ranging from foundational – philosophy (Winch, 2012), psychology (Crozier, 2009), and sociology of education (Lauder et al., 2009) – to teacher attitudes, beliefs, values, and commitment (McDiarmid & Clevenger-Bright, 2008). In addition, due to the

dynamic context of the teachers' setting, the importance of social theory is found to be critical for teacher preparation (see Corbett, 2010). Furthermore, the curriculum in teacher education should facilitate student teachers to experience life beyond education through community studies (Darling-Hammond, 2000). This will indicate how a teachers' knowledge is varied and not limited to subject matter and pedagogical knowledge. Assorted knowledge and skills are required to respond to teacher education. Unfortunately, these are overlooked in the context of UNM; the teachers' knowledge is limited by the division of 'what to teach and how to teach'.

Summary

This chapter examines how the idea of a university is perceived by the university members of UNM and how it shapes the existing teacher education program at the university. The findings reveal that the importance of subject matter knowledge for teachers strongly drives the current scheme of teacher education. It also shapes the teacher educators' role, as well as their professional careers. In addition, this perception has driven teacher education towards technical competencies, where educational and foundational studies have been reduced. It is argued that, rather than improving the worth of teacher education, the conversion seems to weaken the quality of teacher education at the university. This attribute is associated with the low quality of teachers, especially in subject matter knowledge.

Furthermore, this chapter investigates how the conversion has formed the identity of teacher educators. In order to be recognised as a university,

teacher educators are driven and constructed to fit the university features developed by the government of Indonesia. For UNM, the strategy to strengthen academic staff qualifications in the field of disciplinary knowledge has turned these 'teacher educators' into university lecturers. This qualification becomes the certificate of recognition for them as university lecturers, not as teacher educators only. On the individual level, however, it creates identity issues for teacher educators, especially in terms of their academic expertise. The following chapter examines how the concept of 'university' is translated into practice at UNM. The focus will be on the changing character of the teacher education program as the core business of UNM as an ex-IKIP.

The discourse on subject matter knowledge as knowledge that is superior for teachers has limited the discussion on what actually counts as teachers' knowledge which should be included in the teacher education program. The teacher education curriculum has been driven to focus on teaching particular subjects only. The types of education topics offered in the curriculum are also narrowed to classroom teaching. The example of education topics distinguishing a teacher education program from a disciplinary program clearly represents what counts as teachers' knowledge of teacher education at UNM. It is believed that this knowledge is also shaped by the fact that the teacher education program, specifically for subject teachers, is designed by the faculty of disciplinary programs. This issue will be addressed in the following chapter, which emphasises the power struggle.

CHAPTER 6: TEACHER EDUCATION AS A FIELD

This chapter discusses teacher education as a field where different agents exercise power struggles that shape existing teacher education curriculum and practices. How the curriculum is shaped determines who should be involved in the teacher education program. It also affects collaboration among the university academic staff. Drawing upon Bourdieu's idea of the concept of field and habitus, this chapter examines how the academic staff from the Faculty of Mathematics and Sciences and the Faculty of Education perceive themselves as teacher educators. It also explores the power exercise between the faculties regarding the development of the teacher education program, including the discourse about who should prepare teachers.

The fact that the Faculty of Education does not administer the teacher education program for subject teachers is part of the discourse which emerges in teacher education following the conversion. The role of the Faculty of Education in the teacher education program across UNM in general, and at the Faculty of Mathematics and Science, is presented using the work of Pierre Bourdieu on the form of capital and teacher education as a field.

The Form of Capital

Bourdieu (1988) argues that, within a university, power is distributed between the fields of academic, economic and political power, as well as the cultural capital which is institutionalised in the form of educational qualifications (Bourdieu, 1986). He discovers that university is organised according to

antagonistic principles of social and cultural hierarchy (Bourdieu, 1988, pp. 48-49). Social hierarchy refers to the inherited capital – economic and politic capital. Cultural hierarchy refers to “the capital of scientific authority or intellectual renown” (Bourdieu, 1988, p. 48). In order to understand how different social categories are shared within different discipline faculties, we need to consider ‘the position’ of the faculties or disciplines within the system of faculties or disciplines (Bourdieu & Passeron, 1990, p. 222).

This research argues that the opportunities for other faculties to administer education and non-education programs reflect the power exercise between agents within the field of teacher education at the university. The importance of disciplinary knowledge, as addressed in chapters 4 and 5, strongly affects not only the teacher education curriculum, but also who should administer a teacher education program. Using the gathered data, the present chapter analyses the roles of the Faculty of Education and the Faculty of Mathematics and Science in the teacher education program at UNM.

Various perspectives emerge regarding the role of the Faculty of Education in teacher education which is administered by other faculties. Some argue that the teacher education program should be organised by the Faculty of Education. Others argue that it is not about where the teacher education should be administered, but about what the teacher education curriculum should entail. Due to the academic staff’s various educational qualifications, issues on who is accountable to teach in a teacher education program appear not only between FIP and FMIPA, but also within FMIPA. Since FMIPA administers the teacher

education program for mathematics and science teachers, it seems that all academic staff are allowed to teach in teacher education programs, regardless of their educational background and qualifications. The same situation can be found at FIP. Almost all academic staff are allowed to teach educational topics just because they are assigned to FIP.

Faculty Name: A Form of Capital

Following the conversion, the names of all faculties at UNM were changed through eliminating the word 'education' from faculty names. The Faculty of Mathematics and Science was previously named the Faculty of Mathematics and Science Education. Due to the conversion, where the faculty was required to administer pure disciplines (such as mathematics, chemistry, physics, and biology), its name was altered by eliminating 'education'. This change enabled the faculty to administer both the teacher education and a pure disciplinary program.

According to Wayan, the participant who was involved in conversion preparation on a national level, the elimination of 'education' from the faculty name served to accommodate the opening of the non-education program. He states:

It is actually to protect our alumnae, especially those of non-education program. If we still used the word 'education' in the faculty names, the alumnae of non-education would probably face problems; their bachelor degree would not be accountable since it is issued by the Faculty of Mathematics and Science Education. For the Bachelor of Education program, there will be no problem for them; it will be okay.

This implies that changing the faculty name does not necessarily mean that the faculty focuses on disciplinary knowledge following the conversion. It is part of the 'public announcement' that UNM in general, and FMIPA in particular, produces not only teachers, but also graduates in particular disciplines. In order to make the stakeholders recognise this new program, the certificate should be issued by a faculty which reflects that particular discipline. Regarding the Bachelor of Education program, it is believed that problems will not arise, since UNM is already known as an ex-IKIP, the teacher education institute. However, this actually creates ambiguity for members of the Faculty of Education. As Sandi (FIP) expresses:

It's funny, actually. The name is Faculty of Mathematics and Science, but it also administers the teacher education program. Non-education should be there, but if they want to be a teacher, they should study here, at FIP.

This study sees that the deletion of the word 'education' from faculty names was made to shift the faculty's social capital from science education to the field of mathematics and science (see Bourdieu, 1986, pp. 111-113). If FMIPA still uses the word 'education' in its name, it does not have the social capital to open a disciplinary program. Through removing 'education', the capital shifts and FMIPA belongs to the group of 'scientist'; therefore, it reserves the right to administer a disciplinary program.

As for the teacher education program, FMIPA still has the authority to administer it, since UNM is known as LPTK (the teacher education institution). In the context of Indonesia, a university of ex-IKIP is considered a teacher education institute due to its original status. According to the Ministry of National

Education (2009a), LPTK is a form of higher education assigned by the government to administer the teacher education program. Thus, although FMIPA has already removed 'education' from its faculty names, it still has the authority to prepare teachers. This is because, from the policy perspective, UNM is still a teacher training institution, a university that is eligible to administer a teacher education program. Yet, in order to administer a disciplinary program, the word 'education' should be removed from all faculty names, except for the Faculty of Education.

The Cultural Capital of the Faculty of Education

Following the conversion, the teacher education curriculum was restructured to give subject matter topics a bigger proportion, while reducing educational topics and narrowing to teaching particular subjects only. Since teacher education for subject teachers is administered by those faculties where the subject is attached, the role of FIP is limited to providing the academic staff to teach basic educational topics for the teacher education program across the university.

The separation of teacher education from FIP has created a division between FMIPA and the Faculty of Education. It is not only about who should design the teacher education curriculum, but also about who should be the teacher educators for the education topics in particular. This existing scheme has been strongly criticised by most Faculty of Education academic staff. For instance, Dani (FIP) says:

Well, the concept of education is supposed to be developed by FIP. It is FIP who should propose the model of education at UNM. If our faculty does not do it, how could other faculties do it? Their resources have already mixed up the academic staff, the students... they are all mixed up. How?

In addition, according to Dani, more and more non-educationists are teaching education topics. One of his main concerns is that the education topics in the UNM teacher education program are now being taught by people from disciplinary faculties. He states:

Imagine, subjects such as Teaching and Learning, Philosophy of Education, are not taught by the experts. They (FMIPA) teach them by themselves.

The same concern is expressed by participant Ari (FIP):

At the institutional level, the conversion has given benefit for UNM in terms of market expansion. But in terms of the development of the field of education, I am not that optimistic. Currently, all faculties think that they can teach education topics. We can imagine, they teach education topics just because they ever studied them before.

According to him, besides the dichotomy between subject matter and pedagogical content knowledge, education topics are reduced and narrowed. He explains:

They narrowed the education topics. For instance, Introduction to Education, a broad topic in education, I don't know about FMIPA, but at the Faculty of Engineering Education, it is reduced to an Introduction to Engineering Education. In the Faculty of Education, we have the topic of Teaching and Learning, but it is changed to Engineering Teaching and Learning.

There are more people regarding themselves as educational experts. In fact, in other faculties, they do not talk about educational knowledge, but about applied education. It's the branch of educational knowledge. The academic staff from other faculties, when they teach education topics, the theory is superficial. They don't have that knowledge on the Philosophy of

Education, Philosophy of Knowledge, Personality Theories... For the academic staff from the Faculty of Education, this knowledge is embedded in their classroom teaching. Even though it is not stated in the curriculum, but in teaching, the examples are various and deeper, compared with those from other faculties.

At the same time, he criticises the Faculty of Education, where he has been teaching for about 33 years. He states:

There are also weaknesses in our faculty [Faculty of Education]. We always claim that we are the experts in education, but we have not opened ourselves to new knowledge. So, it becomes routinized ... From what I observe, when it is about education, we claim that it's FIP. It seems to be like that. Well, it's okay to have that opinion, as long as it is followed by efforts to improve ourselves to function well.

According to Alam (FIP), the Faculty of Education can only provide student teachers with general education knowledge which is not embedded in the subject to be taught. In his opinion, teaching the topic of Instructional Design, for example, should be characterised by the subject to be taught. This has made FIP less accountable, since the educational topics taught are too general. Further, he states that general education knowledge is probably found to be 'irrelevant' to the particular subject to be taught. He states:

... If I teach them the topic of the Development of Learners for instance, it would be too general. And there is no guarantee that those students will be able to connect that general knowledge when they teach the subject that they have to teach.

However, he admits that, by making the educational topics specific to particular subjects, they can overlook the fact that they are going to work with a variety of students, which requires different types of knowledge. Table 4 provides a list of education topics in the teacher education curriculum at FMIPA. The examples are taken from Mathematics and Physics Education.

Table 4. List of Education Topics at Mathematics and Physics Education

No.	Mathematics Education	Physics Education
1.	Introduction to Education	Introduction to Education
2.	Learners' Development	Learners' Development
3.	Teaching and Learning	Teaching and Learning
4.	Teaching Profession	Teaching Profession
5.	Philosophy of Mathematics Education	Philosophy of Education
6.	Assessment of Mathematics Learning	Physics Teaching Strategy
7.	Mathematics Teaching and Learning Strategy	Instructional Design of Physics Education
8.	Research Methodology for Mathematics Education	Assessment of Physics Education
9.	Problems in Learning Mathematics	Learning Media for Physics

Source: (BAAK, 2007)

The role of FIP is to develop and deliver teaching materials for basic education topics. These include Introduction to Education, Learners' Development, Teaching and Learning, and the Teaching Profession. Other education topics, such as Assessment in Education, Teaching and Learning Strategy, Instructional Design and Lesson Planning, are designed and delivered by the FMIPA academic staff. The topic names also become more specific, such as Assessment of Physics Education, Strategy in Teaching and Learning Mathematics, Instructional Design for Physics Education, among others. Most of the participants agree FIP should teach the four basic education topics, while FMIPA should administer specific pedagogical knowledge, such as educational assessment or instructional design.

For instance, Arfan (FMIPA) states:

For basic education topics, they are taught by FIP, but for specific pedagogical matters, it is ours.

Yet, the authority given to FIP to teach basic educational topics is also criticised by FMIPA participants. Hendra (FMIPA) says that he strongly disagrees with the policy that basic education topics can be taught only by FIP academic staff. He argues:

We need to share the resources; it doesn't have to be from FIP. If we have educational experts here at FMIPA, we can collaborate to teach the basic education topics. The scheme doesn't have to be like the current one, that the education topics can only be taught by FIP. In fact, the only difference they have with those from FIP is their undergraduate degree. Even though they have their masters and doctoral degrees in education, they are not allowed to teach those topics.

In Hendra's opinion, the only difference is that they are not assigned to FIP. He suggests that academic staff across the university should collaborate based on their expertise, not on the faculty to which they are assigned. Similarly, according to Arif (FIP), it is questionable whether all FIP staff should be allowed to teach basic education topics regardless of their educational background, just because they are assigned as academic staff of FIP. Just because the staff teach those education topics does not necessarily mean they are competent to do so.

According to Romi (FMIPA), the current scheme has separated science education at FMIPA from FIP. There is a tendency to think that a science teacher is better prepared by a scientist, not by the educationist. He believes that both education and disciplinary programs have their own philosophy; they are different from one another. However, there are academic staff who disregard this. There is 'academic arrogance' among the staff about who should prepare teachers and what they should teach. Further, he believes that there is a

perception among academic staff that teacher educators have lower credibility than those in a disciplinary program. *“The fact is, they have not”,* he says.

In regards to FIP’s role in the teacher education program across the university, Romi states:

Ideally, when the academic staff from FIP come to teach in FMIPA, they are supposed to have the same access as those of FMIPA. In fact, they don’t, they come as outsiders. They come only to give lectures, then leave. Why, because they are never invited to prepare the student teachers together. The curriculum is designed by our department.

Hendra (FMIPA) points out that the perception of subject knowledge being the main knowledge for teachers has disregarded the importance of education topics and weakened the role of FIP. He states:

Teachers have been assessed by the quality of their content knowledge... that their content knowledge is low, hence what to be improved is their knowledge in the subject they will teach, not their knowledge in education and teaching... In my observation up to now, our education experts seem to be powerless against those of the scientist, to defend the importance of education studies... teacher education has been subverted by disciplinary knowledge.

He also believes that FIP’s role of just providing academic staff to teach basic education topics for teacher education programs across the university has limited FIP’s contribution to the teacher education program:

What I see is, we only give our students a package of education topics. FIP is not the play maker. When we need a lecturer who can teach cognitive psychology, for instance, we just give it to FIP to provide the lecturer. FIP is not the designer. They come here to teach only.

The administering of both a disciplinary program and teacher education by a FMIPA subject teacher has been criticised by academic staff, particularly from FIP. In response to the current scheme of teacher education, Sandi (FIP)

believes that teacher education should be administered by the Faculty of Education, while other faculties focus on developing their own discipline. He says:

Other faculties should focus on managing the disciplinary program only. When they graduate, and they want to become teachers, they could go the Faculty of Education. The teacher training and education should be here, at FIP. It is funny that FMIPA also prepare teachers in the Faculty of Mathematics and Science. They could learn the subject knowledge there (FMIPA). If they want to become teachers, it's here they should come (FIP). This implies that our university has not managed the collaboration among the faculties yet. We are so fragmented, while faculties actually are not supposed to be fragmented under the concept of a university.

According to Adi (FIP), UNM's core idea should still be the centre of teacher production. He says:

In the initial idea of the conversion, UNM should still be the centre of teacher production. And the Faculty of Education is the place where it should occur. It is the only 'gate' for teacher education. Other faculties become the faculties of disciplinary knowledge. They should actually focus on disciplinary knowledge. But that doesn't happen. Why, because many of the academic staff at other faculties are IKIP graduates. They were not prepared to teach disciplinary knowledge. Inside their head they are teacher educators.

He believes that other faculties administer teacher education programs despite their pure disciplinary program due to the marketability aspect. He explains:

The reason they keep the teacher education program is because the program is more attractive compared to the disciplinary program. Those who held the Bachelor of Education will lose their role if the teacher education program moved to FIP.

The spirit of IKIP is teacher education. Teacher education should be managed by FIP. By having it under one management, the teacher education program can be managed more intensively. Currently, teacher education programs are administered across the university without any coordination. Each faculty manages it by

themselves. Teacher education at the Faculty of Engineering for instance, they manage it by themselves, with no coordination.

In the past, when it was still IKIP, educational topics were taught by two lecturers, one from FIP and one from FMIPA. According to participant Fadil (FMIPA), this is a good policy on one hand, because it allows knowledge sharing between academic staff. On the other hand, he states:

We know the content already, the teaching strategy is better taught by academic staff from our department. It is better if we have someone from our department who knows the education topics and teaches them.

According to Idrus (FIP), the role of FIP has diminished since it is no longer involved in the development of teacher education within the university. When asked about the collaboration between FIP and other faculties in designing the teacher education curriculum for subject teacher across the university, he states:

No, we never discussed that. ... Even, for the basic education topics, they want to teach them by themselves. ... It is our responsibility to prepare student teachers for their pedagogic competencies. We might not be that good for their professional competencies, but for pedagogic competencies we are the owner... University does not open the opportunity for us to enhance our role in the teacher education program..., so, we just focus on FIP, our faculty, because there was no new authority given to us after the conversion. Our role is only to teach basic education topics.

He also mentions that, even in regards to the teacher certification program, the university does not give FIP special authority. Rather, it forms a special unit to manage and organise the program without involving FIP. According to him, the design of a teacher education program should be FIP's responsibility, because that is where the educational knowledge lies. He says:

We are the owner of pedagogic knowledge... there are very few people who think about education now days. ... they claim

themselves as educational experts... the value of education is diminished, it focuses more on teaching a particular subject.

He believes that FIP should be given more roles and responsibilities in the development of teacher education at UNM. He points out that professional teachers should be educated by an educationalist.

For Ari (FIP), it is not about which faculties should administer a teacher education program; rather, it is about the program's design. In his opinion, FIP is never involved in the design and development of teacher education across the university. He says:

Other faculties design their own programs, both education and non-education. They provide double degree in education and non-education. What they do is they only invite lecturers from FIP to teach education topics, while the knowledge on education is in FIP.

For the future development of teacher education at UNM, he suggests:

In the future, the ideal concept, in my opinion, the development of educational knowledge and teacher education knowledge, including the development of teacher education, should be done by the Faculty of Education. But it does not necessarily mean that only academic staff from FIP can teach. We invite academic staff from other faculties depending on the requirements. If there is a need in teaching science, we invite the academic staff from the science faculty, who have a background in teacher education.

By allowing the Faculty of Education to manage the teacher education program, other faculties are not required to administer a teacher education program. That's my concept. It's about knowledge. Hence, in the Faculty of Education we have two umbrellas, knowledge of education and knowledge of teacher education. If we used that concept, other faculties could focus on developing their field. The students from other faculties are also allowed to learn about education if they want to. Thus they may study in two different faculties, in order to gain double degrees in the future.

Who Prepares Teachers?

Many of the UNM academic staff are IKIP graduates, thus their Bachelor's Degree is in education. Some of them also have strong connections with schools, either due to previously being teachers or having a close partnership with the school community. Following the conversion, UNM began to recruit academic staff with disciplinary qualifications due to its newly opened disciplinary program. Since FMIPA administers both teacher education and non-education programs, all academic staff have the same opportunity to teach in both, regardless of their educational qualifications and professional experience. This research believes that this scheme is influenced by the dominant view of the importance of subject matter knowledge. This regulation has been criticised by participants who believe that preparing teachers has its own characteristics, different from preparing scientists.

For instance, Anto (FMIPA) says:

I am sorry to say, non-education people, are not supposed to teach or do research regarding education. In fact, they become supervisors, examiners. In my opinion, this is against the academic principle. But it occurs because they have limited students.

Further, he explains:

There are too many academic staff with disciplinary background. The disciplinary program can be managed by the Science Education people. While those who have no background in education, they cannot go into the field of teacher education, they couldn't.

In addition, he says:

What we think, is influenced by our experiences, either life and/or academic experiences. When teacher education is led by non-

educationists, the spirit of teacher education will be gradually decreased.

Anto is an academic staff member who teaches at FMIPA; his educational qualifications are Bachelor of Education (Science) and Master of Science. He considers himself as a teacher educator. He says, *“Teaching is a noble job. It’s a calling for me. I have always wanted to become a teacher”*. In regards to the development of the teacher education curriculum at FMIPA, he states:

At the department level, the non-education people have a problem in designing programs for our education program, where the curriculum orientation should be. They do not know what to do. We need to understand what it means to be a teacher.

According to Anwar (FMIPA), the teacher’s main task is to make his/her students learn, to make students happy and willing to learn. Anwar is one of the few academic staff at FMIPA who focuses on teacher education only. All of his educational background is in Science Education, from Bachelor to Doctorate level. He believes that the main challenge for teacher educators is how to produce teachers who can engage their students in learning, not only tell students what to do, but invite them to learn. In his opinion, this can be done only by those engaged in education. He says:

Being a teacher educator is a calling for me. As a teacher, our work is to make people learn, to make the students happy and willing to learn. It’s the main task of a teacher not only telling students what to do. What I observe from some teachers, they only instruct their students, but not invite them to learn. This is our challenge, how to produce teachers who can engage people to learn. And for me, it should be done by those who are engaged in the field of education.

In his opinion, working as a teacher has its own character; this makes the teacher education program different from the disciplinary program.

Power Between and Within the Field

Regardless of how the UNM university members perceive the concept of 'university', the interviews reveal that the conversion has created discourse between and within the education and non-education programs. FMIPA's administering of the mathematics and teacher education program reflects the field of power not only between FMIPA and FIP, but also among the academic staff regarding their role in teacher education and non-education programs. The institutional capital held by FIP (as the 'owner' of educational knowledge) and the cultural capital (educational qualifications of its academic staff) has emerged as an issue about who should prepare teachers. According to Bourdieu, there is an intertwining of intellectual and social hierarchies of disciplines that struggles in the educational arena around the creation of new credentials or new institutions (van Zanten, 2005).

The idea of a 'university' perceived by the university members at UNM is characterised by two different ideas – the wider mandate (a strengthening of the discipline program) and the establishment of a university of education. Foucault argues that modern societies could be understood only by reconstructing certain power/knowledge that shapes and control the behaviour of individuals (Gordon, 1991). Whenever we talk about such a system of dispersion, we are dealing with discursive formations (Foucault, 1972), a set of rules of formation that form the operation of an object (Foucault, 1991b). Moreover, he suggests that, within the discursive formation, we are allowed to detect changes that affect the objects

and operations, which constitute the characteristics of discursive formations, as well as affecting them (see Foucault, 1991b, pp. 56-57).

Despite the different perceptions of the idea of 'university', a wider mandate and the development of a university of education, the name change from IKIP to UNM, and the deletion of the word 'education' from each faculty name, including FMIPA, all present the notion that there was a shift of focus at the UNM. By deleting the word 'education' at both institution and faculty levels, we are shown that, following the conversion, UNM had expanded its programs by administering various programs in the area of non-education. At the same time, this shows the position of the teacher education program in relation to other programs or disciplines.

When preparing the teacher, subject matter knowledge is perceived to be to be more important and superior to other educational topics. Regardless of what the concept of a university means for teacher education, the perceived importance of subject matter has determined which faculty has the right to administer the teacher education program. The responses from FMIPA participants show that, because the student teachers are prepared to teach the subjects of mathematics and science, it is FMIPA's right to administer the program. This is similar to the initial idea conveyed by the policy of IKIPs conversion into universities; to improve the quality of teachers, the quality of their subject matter knowledge. And the improvement of the quality of subject matter knowledge should be done by FMIPA. This perception has weakened the role of FIP, since the knowledge provided by this faculty is considered too

general and as having little relevance to skills required by the student teachers in teaching a particular subject. This also shows that the idea of teacher education has been narrowed to teaching particular subjects.

As for FIP participants, it is not about who should administer teacher education. It is about FIP's role as the faculty that focuses on educational studies in the design and development of teacher education program at UNM. In their opinion, the post-conversion teacher education program had been narrowed to technical skills, the ability to teach particular subjects. By narrowing the teacher education program towards preparation of teaching particular subject only, the role of FIP is diminished, since it does not own subject matter knowledge. Perhaps, as stated by Labaree (2000), teacher educators do not have a legitimate claim to their special expertise, even in substantive fields, because they do not have the academic credibility of mathematicians or scientists. Further, he stated that "this situation puts teacher educators not only at a status disadvantage within the academic hierarchy, it also puts them in an untenable position in relation to the production of teachers" (Labaree, 2000, p. 232).

Within the structure of UNM, FIP has a limited role due to academic expertise that is considered to be less relevant to teacher preparation for particular subjects. This role's diminishment is intensified since FIP is not involved in the design of the teacher education program across the university, including that of FMIPA. Although it is acknowledged that basic educational studies are FIP's responsibility, the role is limited in terms of administration, as having to provide academic staff to teach basic educational topics for teacher

education programs across the university. As a result, FIP seems to be powerless in the development of teacher education at UNM.

Meanwhile, it is worth noting the responses from FMIPA academic staff. Although many agree that a mathematics and science teacher education program should be administered by the faculty, they also believe that those from a pure disciplinary background are not supposed to design the teacher education program, as well as becoming the supervisor or examiner of the student teachers' projects. According to them, teachers should be prepared only by educationists, who have studied education and have experience working with schools. It can be said that becoming a teacher educator means having both good subject matter and educational knowledge. Thus, for FMIPA academic staff, if their educational qualification is in a particular discipline, they are not supposed to teach and supervise student teachers. These academic staff do not have the cultural capital in the form of educational qualifications in the field of education (Bourdieu, 1986). The same rule applies to FIP, because they do not have that subject matter expertise.

These findings confirm the power exercised within the field of teacher education. The academic capital, political power, and cultural capital play critical roles in shaping the practices within the teacher education program. The conversion of IKIP Ujung Pandang into UNM is first driven by the government's raising issues on the low quality of teachers. The low quality of teachers is perceived as low quality in subject matter knowledge. By converting IKIP Ujung Pandang into UNM, it is expected that the quality of teacher education would

improve. At the same time, due to the changing status of becoming a university, UNM (as an ex-IKIP) requires access to various programs in the areas of science, technology, and art. Following this, each faculty administers pure discipline programs. Furthermore, the word 'education' was removed from the faculties' names as part of the requirement to offer pure discipline programs. Yet, this has affected the teacher education program, not only in terms of its curriculum, but also the roles of Faculty of Education and academic staff.

Summary

Teacher education is a contested field, where different agents exercise power that shapes practices within the field. The aim of this chapter was to investigate how academic staff perceive the role of their faculty within the teacher education program, as well as emerging discourse on who should design the program and prepare teachers. By seeking opinions from academic staff from the Faculties of Mathematics and Science, and Education, this study demonstrates the structure of power in the field of teacher education at UNM. The exercise of power not only occurs between the faculties, but also within them, in regards to the professional qualifications and experiences of the academic staff as teacher educators. Moreover, it shows how teacher education is influenced by policies of teacher education in the country.

CHAPTER 7: DISSERTATION CONCLUSION

This dissertation has investigated the impact of conversion of IKIP Ujung Pandang into UNM, through using Bourdieu's theoretical concept on capital, field, and habitus. The analysis of power struggles between different fields and disciplines was informed through the Foucauldian notion of knowledge, truth and power. Applying the post-structuralist approach, this dissertation focuses on how IKIP Ujung Pandang, the teacher education institute, has become a subject of change through the discourse on what is considered as a 'good teacher' and a 'good teacher education program'.

The dissertation began by analysing two documents considered relevant to understanding both the context and purpose of converting IKIP Ujung Pandang into UNM. Firstly, it investigated how the idea of conversion emerged during the late 1990s. It examined the 'problem' represented in the document, which required IKIP Ujung Pandang to convert into UNM. Secondly, it explored how the policy is interpreted by the university members and teacher educators. Next, it examined how the interpretation shaped the existing practice of the teacher education program following the conversion. In addition, it analysed how the idea of 'university' constructs the identity of teacher educators following the conversion. Thirdly, it discussed how the conversion shifted the focus of UNM, which, it is argued, could weaken the quality of the teacher education program. The changing characteristics of the teacher education curriculum are also analysed as part of the conversion's impact. Lastly, using the work of Pierre

Bourdieu on field and capital, this dissertation explored the power struggles within the field of teacher education.

This dissertation adds valuable information and knowledge to the development of teacher education in the context of Indonesia, particularly in regards to the conversion of Institute of Teacher Training and Education (IKIP) into a university. It contributes new knowledge to how both teacher education and teacher educators are characterised through power struggles among the agency that shapes the existing practice of teacher education and the role of teacher educators. In particular, the present research focuses on the discourse of the idea of 'university' and the disposition of a teacher education program, which characterises its development following the conversion.

By analysing relevant documents regarding the conversion, this study showed how the policy represented IKIP as a teacher education institute. This representation has influenced the way IKIP had responded to its conversion into university. As a teacher education institute, IKIP constitutes a problem for the quality of teacher education. From the policy perspective, the conversion of IKIP Ujung Pandang into UNM is driven by the issue of the quality of higher education in Indonesia. According to the policy, in order to improve the quality of national higher education, it is considered necessary to change IKIP into a university. This dissertation argues that IKIP has been positioned as a 'problem' that affects the quality of higher education in Indonesia. By converting IKIP into a university, it is expected that the quality of higher education in the country will improve. Yet, it remains unclear how conversion into university will enhance the quality of IKIP,

particularly for the teacher education program. The conversion's benefit to the teacher education program becomes even less clear when becoming a university is translated as an opportunity to widen the mandate of IKIP and administer academic programs other than teacher education.

The discourse of what constitutes a university emerged through power/knowledge that is exercised between and within the field of academic, political (government), and cultural capital held by actors within the field. The national policy of higher education in Indonesia clearly defines what features of a university distinguish it from an institute. The difference between 'university' and 'institute' lies in the types of programs offered. Since higher education in Indonesia is strongly governed by the national policy, the consequence for IKIP Ujung Pandang of becoming a university is to form itself to fit into university criteria, defined by the government as the authorised body.

This dissertation challenges the dominant understanding of 'university' as a way to improve the quality of IKIP. Through the forms of *governmentality*, the nature of IKIP Ujung Pandang as a teacher training institute has been diminished and normalised within the university hegemony of Indonesia's higher education. Through this normalisation, UNM is required to form a new identity in order to conform to other universities. Knowing that teacher education was the core program of IKIP Ujung Pandang, this dissertation argues that the conversion has given little attention to the future development of a teacher education program. Even IKIP, the teacher education institute, was forced to accommodate the government's notion of 'university', which is characterised by disciplinary

knowledge. Hence, UNM should administer disciplinary knowledge programs, which is a major shift for a former teacher training institute. As a result, the development of a teacher education program is directed towards strengthening disciplinary knowledge, the subject matter knowledge.

This dissertation has examined how the understanding of becoming a university is translated into a curriculum of teacher education following the conversion. The 'problem' with the quality of IKIP is translated as the issue of subject matter knowledge. Unfortunately, this interpretation strengthens the dichotomy between subject matter and pedagogical knowledge. As a teacher training institute, IKIP is considered to be good at preparing teachers for pedagogical/educational knowledge only. Although, from the teacher educators' perspective, it is unclear how the conversion contributes to improving the quality of teacher education. Soon after the conversion, the teacher education program curriculum for mathematics and science education was changed, with subject matter knowledge being given a bigger proportion than the pedagogy/educational knowledge. In addition, teacher educators were forced to pursue academic qualifications in disciplinary knowledge. The view and discussion of teachers' knowledge and competencies were limited to two types of knowledge: subject matter and pedagogic. This knowledge has been accepted as the only true representation of teachers' knowledge, thus limiting the discourse on teachers' knowledge to content and pedagogic knowledge. Hence, this knowledge discourse has shaped the existing structures and practices in teacher education. The curriculum of teacher education has been narrowed towards preparing teachers to teach particular subjects only, while ignoring

other contextual challenges likely to be faced by teachers. Thus, it is believed that this will prevent emergence of new ideas challenging the knowledge in teacher education, which has been stabilised and accepted as the truth.

The importance of disciplinary knowledge as part of the characteristics of becoming a university affects not only the teacher education curriculum. The conversion has also constructed the teacher educators' professional development and professional identities. Most of the teacher educators were forced to pursue their masters and doctorate degrees in disciplinary knowledge. In fact, disciplinary knowledge has become the technology where teacher educators' identities are constructed in response to the conversion. It is expected that these teacher educators are able to teach in both teacher education and in a disciplinary program. It can be said that the existing discourse of becoming a 'university' has provided forms of meaning where disciplinary knowledge becomes symbolic power which constitutes what it means to be a university for IKIP Ujung Pandang.

This dissertation also investigated what 'university' means for the IKIP academic staff. Using the work of Pierre Bourdieu on the form of capital, it is argued that, at the institutional level, the conversion of IKIP Ujung Pandang into UNM is a changing form of capital held by UNM as a former teacher education institute. "University" has extended the capital for IKIP Ujung Pandang that allows the institute to administer academic programs other than teacher education. It has also broadened the opportunity for university members to become involved in various academic activities not limited to the field of

education, since UNM is no longer considered a teacher education institute. However, although this shifting of capital has benefitted UNM at the institutional level, this research argues that it may weaken the quality of the teacher education program.

There have been changing characteristics for IKIP Ujung Pandang since its conversion into UNM. Changes that constitute UNM as a university include opening of disciplinary programs, changing characteristics of teacher educators' academic qualifications, and changing curriculum, where subject matter knowledge is given a bigger proportion than before. Interestingly, this research has found that it remains unclear how teacher education should be developed or how teacher education should be different from that of IKIP.

The last analysis in this dissertation focuses on power struggles between the agents that also shaped the existing practice of teacher education program after the conversion. Particular focus is on the exercise of power between FIP, as the 'owner' of education, and FMIPA, the 'scientist' group. This is especially important since the role of FIP is to teach basic education topics for the teacher education program across the university. The teacher education program is designed and administered by other faculties, including FMIPA. This dissertation argues that the position of a teacher education program and the value of disciplinary knowledge in the development of UNM reflect the power exercise between agents within the field of teacher education at UNM. The removal of the word 'education' from faculty names, the strengthening of subject matter in the teacher education curriculum for mathematics and science teachers, and the

program to facilitate teacher educators to pursue masters and doctorate degrees in disciplinary knowledge, show how UNM and its teacher education program were positioned between disciplinary knowledge and education/pedagogical knowledge. This power struggle did not only shape the teacher education curriculum, but also created tension about who should prepare the teachers.

The Significance of the Findings

This study is significant because it has taken a different view to understanding the changing nature of teacher education in Indonesia, particularly in regards to the conversion of IKIP Ujung Pandang into UNM. The use of Bourdieu's work on field, habitus, and capital has shaped the analysis that focuses on power struggles through the capital held by agents shaping the existing practice of the teacher education program at UNM after the conversion. How the conversion is interpreted and translated into practice was analysed by looking at the power distributed within the field of teacher education. The Foucauldian notion of knowledge, truth, and power is used in the analysis of power struggles between different fields and disciplines, framing this study to look beyond the idea of university for UNM as a former teacher education institute. It looks at how the 'university' is translated into the practice of a teacher education program. Different from studies presented in the literature review, the conversion into university is not about enhancing research activities for teacher educators, but more about strengthening the disciplinary knowledge that positions subject matter knowledge as superior, compared with other knowledge. By positioning disciplinary knowledge as superior, teacher educators

have become objects and subjectified themselves through pursuing higher educational qualifications in the fields of disciplinary knowledge. This further shapes their identities as university academic staff and as teacher educators.

The theoretical framework has been particularly useful in investigating how knowledge discourse on university and teachers' knowledge has shaped the existing structure and practice of teacher education at UNM. This study looks at the different layers of how the conversion shapes the nature of UNM as a former teacher training institute. Teacher education and teacher educators have become subjects of change through power/knowledge in the form of *governmentality*. The notion of 'university' and the discourse on importance of disciplinary knowledge has strongly affected the development of teacher education not only at UNM, but also in the country in general.

The Appendix included in this dissertation provides a brief description of the changing policy on national teacher education, which gained its momentum in 2005. This is presented in order to demonstrate that teacher education in Indonesia has become a subject that is strongly influenced by politics, contexts, values, and ideology of what counts as 'good' teachers in the context of teacher education in Indonesia.

Limitations and Recommendations for Further Research

This research is conducted in the *Bahasa Indonesia* language. For the purpose of writing the dissertation, the policy documents and interview quotations required English translation. Some *Bahasa Indonesia* words cannot be

exactly translated into English, which may reduce the actual intended meaning. This is especially the case when the language used by participants is influenced by local language and dialect. To minimise this issue, the researcher asked for help from her colleagues, both Indonesian and Australian, to find the most appropriate words for the translations.

The scale of this study is relatively small. It encompasses only two faculties at one university. Hence, the understanding of the changing nature of IKIP Ujung Pandang as a teacher training institute following the conversion is limited to the case of FMIPA. What happened in other faculties is yet unexplored, limiting the opportunity for wider analysis. It should be acknowledged that the situation at FMIPA is possibly different from other faculties. Thus, further research is recommended on how teacher education at other faculties developed since the conversion.

It is recommended that a study be conducted on how teacher education at other universities of ex-IKIP has developed since the conversion. This will provide valuable information for developing a framework of teacher education across the country. It will create possibilities for challenging the way teacher training institutes prepare teachers. It will also contribute to the development of new theories in the field of teacher education, which is still very limited, particularly in the context of Asian countries. Further research is also suggested to examine how a university of the former IKIP responds to changing teacher education policy in the country, especially as significant teacher education

policies had been issued since 2005. The recent policy changes regarding teacher education in Indonesia are provided in the Appendix of this dissertation.

APPENDIX

Teacher Law and Teacher Certification: The Changing Policy

One of the critical developments in the improvement of teacher quality in Indonesia was the introduction of the Teacher Law in 2005. This law is seen by many education practitioners as an important phase regarding teacher professionalism. Critical issues addressed by the Teacher Law regard teacher academic qualifications, competencies, and teacher certification.

According to the Teacher Law, teaching is a professional occupation. A teacher certification is required to be considered as a professional teacher (The Government of the Republic of Indonesia, 2005, Article No. 2). This teacher certification is administered by a higher education institution, which conducts a teacher education program and is appointed by the government. Further, Section 4 of the Law states that teachers are required to hold an academic qualification, at least a Bachelor's Degree or Diploma IV. According to (Raihani & Sumintono, 2010), this has been one of the important points regarding teacher qualifications, since there are still teachers who hold only a Diploma 2 degree, particularly primary school teachers.

New teacher competencies are also introduced in the Law, namely: pedagogic, personal, social and professional competencies. Two years later, in 2007, the government issued the Ministry of National Regulation on the National Standard of Academic Qualifications and Competence of Teachers No. 16/2007. Overall, there are 24 core competencies of teachers expected to be achieved by

both pre-service and in-service teachers. Besides the 24 competencies, this regulation provides lists of competencies expected of subject teachers (see Ministry of National Education, 2007b).

The Teacher Law requires teachers to be professionally certified through a teacher certification program. According to the Ministry of National Education (2007a; 2009b), the teacher certification program is conducted through a portfolio examination, as well as professional education and training of teachers (*Pendidikan dan Latihan Profesi Guru, PLPG*). Those who pass the portfolio examination receive a professional teacher certificate, while those who fail should register for the PLPG. At the end of the program, there is an exam, both practical and theory, which assesses four teacher competencies: personal, pedagogical, social, and professional. Recently, the portfolio examination was removed and all teachers who have not been certified should complete the PLPG in order to become professionally certified.

The quality of teachers seems to have received greater attention since the regulation on Teacher Law was issued in 2005. National policy on teacher professionalism regulates not only in-service teachers, but also those who want to apply to work as teachers, including graduates of the teacher education program. In 2009, the national government of Indonesia issued a regulation on the Pre-service Professional Teacher Education Program (No. 8/2009). According to the Ministry of National Education (2009a), this program (also called *Pendidikan Profesi Guru (PPG)*) is designed to prepare graduates from various disciplines, including the teacher education program, to become teachers. This

PPG is administered by LPTKs, the teacher training institutions. The aims of the program is to produce prospective teachers competent in planning, implementing and conducting assessment, and are able to follow up assessment results, provide guidance to learners, conduct research, and be involved in continuous professional development (Ministry of National Education, 2009a, article no. 2). This PPG will provide subject enrichment and subject-specific pedagogy to pre-service teachers. Subject enrichment focuses on strengthening subject matter knowledge, while subject-specific pedagogy aims to improve pedagogical knowledge in teaching particular subjects. This includes understanding learning objectives, teaching strategies, use of teaching media, and student evaluation.

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